



UNITED NATIONS

ECONOMIC
AND
SOCIAL COUNCIL



LIMITED

ST/CEPAL/Conf.54/L.4
18 February 1975

ENGLISH
ORIGINAL: SPANISH

ECONOMIC COMMISSION FOR LATIN AMERICA
SECOND LATIN AMERICAN MEETING ON POPULATION

Jointly sponsored by the Latin American
Demographic Centre (CELADE), the Population
Division of the United Nations and the
United Nations Fund for Population
Activities (UNFPA)

Mexico, D.F., 3 to 7 March 1975

IMPLICATIONS FOR LATIN AMERICA OF THE
WORLD ACTION PLAN *

* Prepared by CELADE with the co-operation of the ECLA Secretariat

75-2-301

CONTENTS

| | <u>Page</u> |
|---|-------------|
| I. INTRODUCTION | 1 |
| II. THE GENERAL FRAMEWORK: POPULATION AND DEVELOPMENT | 3 |
| III. THE VALUE FRAMEWORK OF POPULATION POLICIES | 9 |
| A. The rights and duties of States | 9 |
| B. The rights of persons and the duties of States ... | 10 |
| 1. The general framework | 11 |
| 2. The right to survival | 11 |
| 3. The family and reproduction | 12 |
| 4. Internal migration | 13 |
| 5. International migration | 13 |
| IV. INSTRUMENTS FOR POPULATION POLICIES | 15 |
| A. The concept of population policy in the WPPA | 15 |
| B. Institutional instruments | 16 |
| 1. Formulation of population policies | 16 |
| 2. Implementation of population policies | 22 |
| 3. Policy evaluation | 25 |
| C. Inputs for a population policy | 26 |
| 1. Statistical information | 26 |
| 2. Research | 31 |
| 3. Training | 39 |
| 4. Technical assistance | 46 |
| 5. Financing | 46 |
| D. Role of international co-operation and of international organizations | 47 |
| 1. Financial assistance | 47 |
| 2. Role of international organizations in the development of population activities in Latin America | 60 |
| 3. International strategies | 73 |
| 4. Evaluation at regional level | 74 |
| V. RECOMMENDATIONS OF THE WPPA ON AIMS AND GOALS | 75 |
| A. Mortality | 75 |
| 1. Life expectancy | 75 |
| 2. Infant and maternal mortality | 77 |
| 3. Differentials within countries | 77 |
| B. Fertility and population growth | 79 |
| C. Population distribution and internal migration ... | 84 |
| D. International migration | 85 |

I. INTRODUCTION

The World Population Plan of Action (WPPA) adopted by the World Population Conference held in Bucharest (August 1974) is undoubtedly a document of the highest significance for the development of activities connected with population. After a general examination of the problems of population and development, the document sets forth a set of principles, norms and recommendations for action, and assigns specific responsibilities of a very general nature to national governments as well as to the organizations participating in international co-operation. It is not, however, a true plan of action insofar as it establishes no precise aims or goals (except as regards mortality), nor does it adopt a strategy for attaining them in the shape of action commitments by the signatory parties. This feature of the WPPA may be attributed to "the diversity of conditions within and among the different countries"^{1/} as well as express recognition of the fact that "formulation and implementation of demographic policies is the sovereign right of each nation"⁽¹⁴⁾, and the need to prepare a consensus document on a subject on which - as the extensive debate held by the Working Group on the WPPA at Bucharest showed - different, even conflicting, notions and positions exist.

The WPPA thus expresses a general consensus that should serve as a base for those "countries sharing similar population conditions and problems ... to consider jointly the Plan of Action, exchange experience in relevant fields and elaborate such aspects of the Plan as are of particular relevance to them ...".⁽¹⁰²⁾ It is from this standpoint that the implications for Latin America of the WPPA are examined below.

^{1/} Numbers and letters in brackets throughout this document indicate the paragraph of the WPPA referred to or quoted.

This analysis will also take into account the Resolutions and Recommendations adopted by the Conference at the proposal of the Committees on Population Change and Economic and Social Development (1st), Population, Resources and Environment (2nd), and Population and the Family (3rd).

Three types of propositions may be discerned in the WPPA.

Those of the first type are of an imperative nature and refer to rights and obligations of persons, social groups and States. Some of the propositions refer to obligations and rights governing the relations of States among themselves; others deal with the rights of persons and the obligations of States in matters connected with population. This set of principles makes up the ethico-juridical framework of population policies.

Those of the second type include considerations of a normative nature on what population policies ought to be, and refer to points such as bodies responsible for formulating, executing and evaluating such policies; necessary inputs and bodies responsible for producing them, and role of the international organizations.

Propositions of the third type refer to aims, goals and means of population policies. With the exception of those referring to mortality, they are couched as recommendations or suggestions for action.

The following analysis begins by dealing with the relations established between population and development, which conform the general framework in which the WPPA is formulated. The three subsequent chapters present and discuss the propositions of the WPPA - from the viewpoint of their implications for Latin America - grouping them in types as outlined above. Thus, Chapter 3 deals with the frame of values of population policies; Chapter 4 refers to norms regulating the instruments for such policies; while Chapter 5 has to do with recommendations and suggestions of the WPPA in regard to aims, goals and means of action.

/II. THE

II. THE GENERAL FRAMEWORK: POPULATION AND DEVELOPMENT

Throughout the WPPA a close link is established permanently and at all levels between population dynamics and economic and social development processes, as well as between population policies and general development policies. Thus one of its principles states that "the formulation of a World Population Plan of Action reflects the international community's awareness of the importance of population trends for socio-economic development, and the socio-economic nature of the recommendations... reflects its awareness of the crucial role that development plays in affecting population trends".(14.c)

More specifically, the following is worth noting:

1. The explicit purpose of the WPPA is to "help co-ordinate population trends and the trends of economic and social development".(1)
2. As a diagnosis the WPPA considers that the specific form taken by development processes, at national level as well as at the level of international political and economic structures, is one factor determining the course followed by population variables.

Thus:

(a) In relation to keeping up high levels of fertility, it holds that "the inertia of social structures and the insufficiency of economic progress, especially when these exist in the absence of profound socio-cultural changes, partly explains why in the majority of developing countries the decline in mortality has not been accompanied by a parallel decline in fertility"(3);

it goes on to add, in more general terms: "It must also bear in mind that the present situation of the developing countries originates in the unequal processes of socio-economic development which have divided peoples since the beginning of the modern era. This inequity still subsists and is intensified by the lack of equity in international economic relations with consequent disparity in levels of living".(4)

/(b) With

(b) With regard to rapid and concentrated urban growth, which is one of the most salient characteristics of population dynamics in the majority of the countries of Latin America, the WPPA holds that "in many developing countries, adverse consequences (of this process) are due in large part to the economic structures resulting from the dependent situation of those countries in the international economic system".(44)

3. Population characteristics and dynamics are considered problems mainly when they are seen as obstacles to the achievement of development objectives. Thus it is held, in general terms, that "where trends of population growth, distribution and structure are out of balance with social, economic and environmental factors, they can, at certain stages of development, create additional difficulties for the achievement of sustained development".(2) The following problems are pointed out more specifically:

(a) Urban development, the WPPA states, "is an element of the process of modernization". In certain countries, however, it "takes place in an uncontrolled manner and is accompanied by overcrowding in certain districts, an increase in slums, deterioration of the environment, urban unemployment and many other social and economic problems".(8) The "drain from rural areas", unemployment problems derived from the inability of urban areas to absorb migrants by productive employment, and the difficulty encountered in providing adequate housing and services to the growing urban population are also mentioned as unfavourable aspects or results of urban development in the majority of the countries.(44)

(b) In connexion with the rapid population growth rate in the vast majority of developing countries and their future inertia, the WPPA raises the problems of unemployment, underemployment and an increasing demand for educational services.(11)

(c) The migration of skilled workers and professionals from the less developed countries - a phenomenon of particular intensity

/in some

in some countries of the region - is also mentioned as a problem, although its unfavourable consequences for development are not explained.

4. When the WPPA refers to the solutions to population problems, the relations between population and development reappear once more as a basic element. Thus it is stated generally that "the basis for an effective solution of population problems is above all, socio-economic transformation. A population policy may have a certain success if it constitutes an integral part of socio-economic development".(1) It is also held that "development is directly linked to the transformation of international economic relations and to the establishment of a new economic order, which is an essential condition for resolving population and development problems". (See Resolution XVII.)

Along more specific lines, indirect measures are emphasized:^{2/}

(a) It is recommended, for instance, that countries wishing to affect fertility levels "give priority to implementing development programmes and educational and health strategies,^{3/} which, while contributing to economic growth and higher standards of living, have a decisive impact upon demographic trends".(31) It is also recommended that the status of woman be made equal to that of man, greater access to education and her full incorporation to economic activity and to the development process in general. (See Resolution IV and XII.)

(b) Countries wishing to act on spatial distribution and migration flows are recommended to carry out "intensive programmes of economic and social improvement... in the rural areas through balanced agricultural development ^{4/}which will provide increased income to the agricultural population, permit an effective expansion of social services and include measures to protect the environment and conserve and increase agricultural resources"(46.e); and to

^{2/} See Resolution XVI, recommendation (b).

^{3/} Underlined by the author.

^{4/} Id.

promote "programmes ... to make accessible to scattered populations 5/ the basic social services and the support necessary for increased productivity, for example by consolidating them in rural centres".6/(46.f)

On the other hand, in the sub-chapter on socio-economic policies, the WPPA proposes facing four problems connected with population, namely manpower productivity, employment, exhaustion of natural resources, and food, through action on non-demographic factors such as manpower training, and adjustment of production structures and technologies to the human resources available in each country (see 68, 69 and 70).

5. Propositions closely linking population policy with general development policy are also to be found in the same field of policy formulation and implementation. In this connexion, one of the aims of the WPPA is "to promote socio-economic measures and programmes whose aim is to affect, inter alia, population growth, morbidity and mortality, reproduction and family formation, population distribution and internal migration, international migration, and consequently demographic structures".(15.c) It is also agreed that "population measures and programmes should be integrated into comprehensive social and economic plans and programmes and this integration should be reflected in the goals, instrumentalities and organizations for planning within the countries. In general, it is suggested that a unit dealing with population aspects be created and placed at a high level of the national administrative structure and that such a unit be staffed with qualified persons from the relevant disciplines".(95) (See also (2).)

6. The foregoing proposition, which is valid at national level, also has its international counterpart. In this connexion the WPPA states that "the promotion of development and improvement of quality of life require co-ordination of action 7/ in all major socio-economic

5/ Underlined by the author.

6/ Id.

7/ Id.

/fields including

fields including that of population..."(1), which should lead to concerted action between the WPPA and other strategies and programmes such as the World Food Programme, the World Employment Programme, etc., in the framework of the International Development Strategy of the United Nations and the Declaration on the Establishment of a New International Economic Order. The WPPA is thus inserted "as an important component of the system of international strategies".(1)

This viewpoint adopted in the WPPA, which places population as one element in the broader framework of development problems, involves certain implications for Latin America which are worth noting.

In the first place, Latin America is characterized by being internally heterogeneous as regards the levels of economic development attained by the countries composing it, with a range of variation - if the gross national product per capita is taken as an indicator - from 110 dollars per year in one country to over 1,200 dollars in others.

The diversity of development models adopted in the region is another element worthy of consideration. As from the sixties, in particular, various countries of the region have attempted to apply divers development models which are differentiated not only by the strategy chosen and its technical options but also by the system of values framing them and the type of society they seek to build. Implementation of these different models, insofar as they determine qualitatively different courses in the processes of economic and social change, probably has different results on population dynamics.

Because of these characteristics the economic and social implications of population dynamics and the significance of a population policy for achievement of development objectives may vary greatly from one country to another.

/It should

It should be noted, finally, that in this context of socio-economic as well as political diversity, regional and sub-regional integration movements - such as the Latin American Free Trade Association (LAFTA), the Andean Agreement and the Central American Common Market - were started with growing strength in the past and present decades. These economic integration processes may have important demographic implications in terms of international manpower migrations and spatial distribution of population, owing to their influence, inter alia, on the location of investments, the volume, composition and spatial location of employment supply, and on the highway infrastructure. The need is thus raised for preparing a population policy, in the context of economic integration policies, that will extend beyond strictly national limits and interests.

III. THE VALUE FRAMEWORK OF POPULATION POLICIES

A. The rights and duties of States

On this plane the WPPA adopts two complementary and mutually limiting principles. One is that of national sovereignty. It is thus stated that "the formulation and implementation of population policies is the sovereign right of each nation".(14) The other is the principle of universal solidarity. In this connexion it is held that the sovereign right of each nation to define its own policy is to be exercised "taking into account universal solidarity in order to improve the quality of life of the peoples of the world".(14)

International solidarity is applied as a principle in a world context characterized by increasing interdependence among nations. Such interdependence may in certain cases take the shape of domination relations, which are categorically condemned by the WPPA which states: "True development cannot take place in the absence of national independence and liberation. Alien and colonial domination, foreign occupation, wars of aggression, racial discrimination, apartheid and neo-colonialism in all its forms, continue to be among the obstacles to the full emancipation and progress of the developing countries and all the people involved".(14.b)

Relations of interdependence among nations are inserted in an international economic and juridical order that was criticized by the Conference. To this effect Resolution V "For a more just world" and Resolution III were adopted, the latter recommending that governments grant maximum support to the formulation of the Charter of Economic Rights and Duties of States. Reference is likewise made in several sections of the WPPA and resolutions to the Declaration on the Establishment of a New International Economic Order, with the view that it provides "the most recent overall framework for international co-operation".(1)

One of the features of growing interdependence is that the social and economic behaviours of a nation and the political decisions adopted by its government may have effects on other nations, even at world level.

/The principle

The principle of international solidarity, from this standpoint, takes on particular significance, and it can even appear in certain cases as a criterion establishing certain limits to the contents of national population policies. In this connexion the WPPA holds that "the effect of national action or inaction in the fields of population may, in certain circumstances, extend beyond national boundaries; such international implications are particularly evident with regard to aspects of morbidity, population concentration and international migration...".(99)

The WPPA also applies this principle with regard to non-demographic principles involved in population problems. Thus, with reference to natural resources, it states that "it is imperative that all countries, and within them all social sectors, should adapt themselves to more rational utilization of natural resources, without excess, so that some are not deprived of what others waste".(70)

From another angle international solidarity appears as the foundation of co-operation among nations, which the WPPA considers "essential for development". In some cases co-operation among nations arises from converging interests and implies mutual gains. In other cases it is viewed as the right of developing or economically weaker countries, which entails duties devolving upon the countries with a higher degree of development and the entire community of nations through their international organizations. It is from this standpoint that the WPPA defines its "primary aim" by saying that it is "to expand and deepen the capacities of countries to deal effectively with their national and subnational population problems and to promote an appropriate international response to their needs by increasing international activity in research, the exchange of information, and the provision of assistance"(15) both technical and financial.(100)

B. The rights of persons and the duties of States.

The WPPA further contains a set of propositions setting out the rights of individuals and social groups with regard to their demographic behaviours. These propositions establish, explicitly or implicitly, the

/duties devolving

duties devolving upon States. Such duties are basically the creation of objective conditions - be they material, legal or institutional - making possible the free and full exercise of those rights.

This set of propositions composes the value framework, of an ethico-juridical nature, within which population policies should be formulated and implemented.

1. The general framework

The WPPA declares that its aims "must be consistent with the purposes and principles of the United Nations Charter (and) the Universal Declaration of Human Rights"(14.n), and states that "population policies..., while serving socio-economic objectives, ... should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups".(14.d)(See also (97).)

2. The right to survival

The paragraph transcribed above makes express reference to the right of minority groups in this regard. As it is a matter of social groups, such survival cannot be understood only in physical terms but also in political, social and cultural terms. It is with this in mind that the WPPA elsewhere states, in connexion with foreign immigrants, that "governments should enable (them) ... to preserve their cultural heritage inter alia through the use of their mother tongue".(56) It is evident that this duty of governments also refers to national minorities and particularly applicable to Latin America, in view of the numerous indigenous groups living in practically all the countries of the region, with varying degrees of integration to the respective national societies.

At an even more basic level and in relation with physical survival the WPPA establishes as one of its principles that "independently of the realization of economic and social objectives, respect for human life is basic to all human societies".(14.c) From this basic right - with regard to mortality and morbidity - stems the right of every human being to have access to the health services that technical

/development in

development in the field of medicine makes possible, and to such economic and social conditions as will allow him adequate food supply and reasonable security and health conditions in housing and places of work. The implications of this principle for Latin America are discussed elsewhere, when dealing with the goals set by the WPPA in the matter of morbidity and mortality

3. The family and reproduction

The WPPA states among its principles that "the family is the basic unit of society and should be protected by appropriate legislation and policy".(14.g and 39.a)

(a) Regarding its formation, it establishes the right of spouses to marry "only with... free and full consent".(39.d) Notwithstanding, it recognizes the right of States to set an appropriate lower age limit for marriage, recommending it as one possible means to influence fertility.(32.f)

(b) Regarding children, their right is stated to enjoy the same juridical and social status, whether they have been born in or out of wedlock or whether they are adopted. This principle is particularly valid for Latin America since illegitimacy levels reach considerable heights in several countries of the region.^{8/}

(c) As to reproduction, the WPPA includes among its principles that "all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so; the responsibility of couples and individuals in the exercise of this right takes into account the needs of their living and future children, and their responsibilities towards the community".(14.f) This right involves for States the obligation of respecting and ensuring "regardless of their overall demographic goals, the right of persons to determine,

^{8/} About 1970 illegitimacy was over 60 per cent in five of the twenty countries covered by the statistics of the Organization of American States (see OAS, América en cifras, 1972, Situación demográfica, table 202-213).

in a free, informed and responsible manner, the number and spacing of their children".(29.a) In more concrete terms, this duty entails "preparing the social and economic conditions" for exercising this right (28) among which the WPPA alludes to "appropriate education concerning responsible parenthood" and to "advice and means of achieving it".(29.b) In the case of subfecund women or those suffering from involuntary sterility, this right implies providing the medical services they require to overcome their problem and have the children desired.(29.c)

This restricts in two different senses the action of governments intending to influence the reproductive behaviour of their population. Those wishing to stimulate fertility are inhibited from employing the limitation of family planning services or access to means for regulating births as an instrument for achieving their demographic goals. Conversely, when what is pursued is a reduction in fertility, resort to coercive measures is inhibited. (See Resolution XVI, recommendation (a).)

4. Internal migration

The WPPA reaffirms in this connexion the right to freedom of circulation and residence in the territory of a State, as set forth in the Universal Declaration of Human Rights and other international instruments.(46.a)

5. International migration

In its text the WPPA refers to the following rights of migrants:

(a) Right of the migrant family (or of the migrant) to meet at the place of destination, which involves the duty of the States, both at the point of origin and the point of destination, to facilitate this reunion.(53, 56 and 10)

(b) Right to fair treatment, which implies that "countries receiving migrant workers should provide proper treatment and adequate social welfare services for them and their families, and should ensure their physical safety and security, in conformity with the provisions of the relevant ILO conventions and recommendations and other international instruments".(55)

/(c) Insofar

(c) Insofar as migrants from minority groups within the country receiving them, the statements made under numbers 1 and 2 above also apply.

In view of the importance the migrations - particularly of unskilled or low-skilled workers - appear to have acquired between neighbouring countries in the region, and as they are frequently illegal - which deprives the migrant of papers - the principles outlined above should be very clearly borne in mind when adopting population policies regarding international migrations in Latin America.

/IV. INSTRUMENTS

IV. INSTRUMENTS FOR POPULATION POLICIES

In the value framework outlined above the WPPA includes various considerations of a normative nature on what population policies ought to be, referring specifically to points such as institutional instruments for the formulation, implementation and evaluation of such policies and the necessary inputs (information, research, institutional, human and financial resources, etc.). These propositions of the WPPA are presented in this Chapter, at the same time making a balance sheet of the situation of Latin America in this regard.

A. The concept of population policy in the WPPA

The WPPA does not adopt explicitly a definition of population policy; reading it, however, permits the extraction of the following elements that compose a concept:

(i) Population policies are understood to be those "whose aim is to affect ... population growth, morbidity and mortality, reproduction and family formation, population distribution and internal migration, international migration, and consequently demographic structures".(15.c)

(ii) The principal aim of population policies is to improve levels of living and quality of life of the people.(14.a)

(iii) Bearing in mind the complex and close links existing between population dynamics and the general process of economic and social development,^{9/} the WPPA holds that population policies "are constituent elements of socio-economic development policies".(14.d) This proposition is based on two points: on the one hand, population policies are justified insofar as they contribute to achieving development objectives by their effect on population dynamics and structure (14.d); on the other, the WPPA feels that in order to attain certain demographic goals particularly in a context of underdevelopment, concerted action on manifold economic and social factors is required (14.c and 68), for which reason population policy takes on an intersectoral nature.

^{9/} See Chapter II.

/(iv) Lastly,

(iv) Lastly, bearing in mind the inertia of population dynamics, especially as regards growth factors, population policies are viewed as long-range.(13)

B. Institutional instruments

Starting from this concept of population policy the WPPA presents a set of norms and recommendations connected with the institutional instruments required for its formulation (I), implementation, execution (II), and evaluation (III), as well as the inputs necessary for adequate fulfilment of these tasks. In order to give the subject systematic treatment, diagram 1 is proposed containing four types of inputs and their relationships with the tasks outlined above. When dealing with the institutions responsible for producing these inputs and carry out these tasks, distinction will be made between public national, public international, private national, and private international organizations.

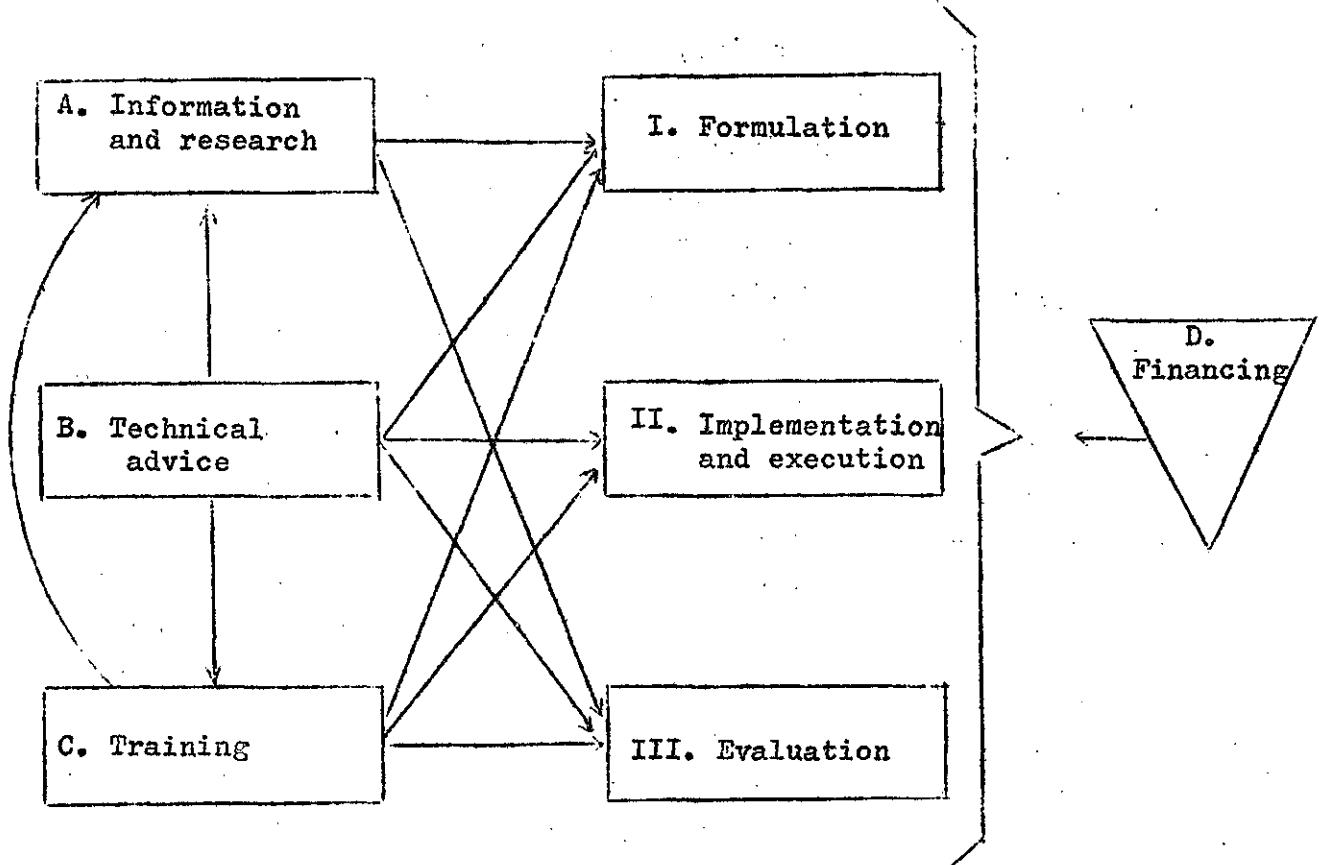
1. Formulation of population policies

The WPPA recommends "that a unit dealing with population aspects be created and placed at a high level of the national administrative structure".(95) This arrangement permits intersectoral action and makes it possible - as the WPPA recommends - for population measures and programmes to be integrated into the general economic and social plans and programmes.(95) "This integration should be reflected in the goals, instrumentalities and organizations for planning within the countries."(95)

In Latin America several countries have set up organizations of this nature in the past few years, although the majority have not yet done so. For instance, the cases of the Dominican Republic, Colombia, Argentina and Mexico may be cited.

Diagram 1

INPUTS FOR THE FORMULATION, IMPLEMENTATION AND EVALUATION
OF POPULATION POLICIES



/As early

As early as 1968 the Government of the Dominican Republic established the National Population and Family Council (Consejo Nacional de Población y Familia), responsible for matters connected with population problems. This Council is adscript to the Ministry of Public Health and is chaired by the respective Minister. It is composed of representatives of the President and of the Ministries of Agriculture, Education and Labour.

The Government of Colombia created in late 1970 the National Population Council (Consejo Nacional de Población), adscript to the National Planning Department which in turn was responsible for providing the Council with technical secretariat services. The primary aim of the Council was to formulate a population policy suited to the country, simultaneously identifying the mechanisms for its full application.^{10/} The Council was composed of representatives of the President of the Republic, various Ministries, the Catholic Church and some private entities historically linked with research and action in the field of population. Notwithstanding its central position in the State administration, this Council played an essentially advisory role, without any significant decision capacity in the sectoral policies within its scope.

In 1973 this body was replaced by the newly-created National Population and Environment Council (Consejo Nacional de Población y Medio Ambiente). Together with extending its field of action by including ecology problems, the new Council increased its decision capacity by being under the personal guidance of the President of the Republic and composed by the Ministers for National Defence, Economic Development, Agriculture, Labour and Social Security, Public Health, Mines and Petroleum, and National Education.^{11/} The level

^{10/} National Planning Department of Colombia, Estrategias y prioridades para la implementación de la política de población y medio ambiente. Document DNP-1.115-URH-DSD, December 1973.

^{11/} Office of the President of Colombia, Decree Nº 1040 of June 4, 1973, Article 5.

at which this Council is placed allows it effective intersectoral action. It also ensures that the population policy adopted will be integrated into the general economic and social development objectives. In this connexion it is decreed that the National Population and Environment Council will direct its decisions in close co-ordination with the National Economic and Social Policy Council (Consejo Nacional de Política Económica y Social) and will recommend the policies in the field of action of the former on which the latter must make decisions, in order that they be incorporated into the development plans and programmes of the country.^{12/}

The Government of Argentina created the National Population Policy Commission (Comisión Nacional de Política Demográfica) in March 1974, that is to say, a few days before the Latin American Preparatory Meeting for the World Population Conference (San José, Costa Rica, April 1974) was held. The aim of this Commission - which was established under the purview of the Ministry of the Interior - is to plan a national population policy and intensify the quantitative and qualitative growth of the Argentine population as well as its most appropriate regional distribution.^{13/}

The Commission is chaired by the Minister for the Interior and composed of representatives of the following Ministries, State Secretariats and Agencies:

1. Ministry of the Interior
 - (a) Human Resources Development Office (Oficina Sectorial de Desarrollo de Recursos Humanos);
 - (b) National Migrations Department (Dirección Nacional de Migraciones);
 - (c) Provinces Department (Dirección General de Provincias).
2. Ministry of Foreign Affairs and Worship.
3. Ministry of Defence.

^{12/} Ibid., Article 4.

^{13/} Office of the President of Argentina, Decree Nº 980 of March 28, 1974.

4. Ministry of Economic Affairs

- (a) State Secretariat for Natural Resources and Human Environment (Secretaría de Estado de Recursos Naturales y Ambiente Humano);
- (b) National Statistics and Census Institute (Instituto Nacional de Estadísticas y Censos);
- (c) National Economic Planning Institute (Instituto Nacional de Planificación Económica);
- (d) National Institute for Latin American Integration (Instituto Nacional para la Integración Latinoamericana)

5. Ministry of Culture and Education.

6. Ministry of Labour.

7. Ministry of Social Welfare

- (a) Co-ordination and Social Promotion Secretariat (Secretaría de Coordinación y Promoción Social);
- (b) Public Health Secretariat (Secretaría de Salud Pública);
- (c) Social Security Secretariat (Secretaría de Seguridad Social);
- (d) Secretariat for Minors and the Family (Secretaría del Menor y la Familia).

The predominant role assigned to the Ministry of the Interior and the inclusion of the Ministry of Foreign Affairs on the Commission stem from the importance that the Government of Argentina has historically attached to international migration as an instrument of population policy. The Commission, however, has begun preparing a population policy that also takes into account in a significant way other aspects of population dynamics, such as spatial distribution of population, and fertility. For this purpose it set up within its own framework the Population and Development Subcommittee, (Subcomisión de Población y Desarrollo), designed mainly to examine aspects of immigration, colonization and spatial distribution, and the Natural Growth Subcommittee, (Subcomisión de Crecimiento Vegetativo), devoted to studying measures tending to reduce mortality and stimulate fertility.

/In December

In December 1973 the Mexican Congress issued the Ley General de Población. Its object is to regulate the phenomena affecting the population as regards volume, structure, dynamics and distribution in the national territory, in order to obtain that it participate justly and equitably in the benefits of economic and social development.^{14/} This law grants the Government Department (Secretaría de Gobernación) the power to determine the national population policy and adopt the steps necessary for its fulfilment, within the framework of the objectives established under the same law. The agencies of the Executive Power and other bodies of the Public Sector are responsible basically for applying and implementing this policy, under the co-ordination of the Government Secretariat.^{15/} To aid fulfilment of these functions the law establishes within the same Department the National Population Council (Consejo Nacional de Población), presided by the Secretary and composed by the Secretaries (or their representatives) for Public Education, Health and Assistance, Finance and Public Credit, Foreign Affairs, Labour and Social Security, and the Department of Agrarian Affairs and Colonization. Thus it is a Council whose composition and the rank of its members gives it the necessary decision capacity to formulate and carry out an intersectoral policy.

There are also some countries in the region where organizations have been established to deal with the formulation of a population policy but covering only a restricted area of the population field. This is the case of Chile, for example, where the National Family Planning Commission (Comisión Nacional de Planificación Familiar) was created in 1974, under the Ministry of Health, whose function is to advise the Government on co-ordinating and orienting the National Policy for Family Planning and Responsible Parenthood, as well as on implementing and evaluating it. Given its scope of action, the great

^{14/} Ley General de Población de los Estados Unidos Mexicanos, Article 1.

^{15/} Ibid., Articles 3 and 4.

majority of its members represent bodies connected with the field of public health, including in addition the Minister for Education or his representative.

It should be borne in mind that once these institutional instruments are created for formulating a population policy, their adequate operation depends to a great extent on the importance that the Government attaches to this policy.

2. Implementation of population policies

In many paragraphs of the WPPA measures are suggested or recommended that might be adopted to affect population dynamics; conversely, it very seldom refers to institutional instruments for implementing population policies. The clearest recommendation is made in the field of reproduction. More specifically, the WPPA invites "governments which have family planning programmes ... to consider integrating and co-ordinating those services with health and other services designed to raise the quality of family life ... and to consider including family planning services in their official health and social insurance systems".(30)

Before this invitation was made the majority of the Governments of Latin America had already included family planning activities in their public health services, in some cases they were also provided through the social insurance systems, often aided by international technical and financial assistance.

According to the inquiry conducted by the United Nations in preparation for the World Population Conference,^{16/} the situation in early 1974 in 25 countries of the region would be the following:

- Restrictions on the production and distribution of modern contraceptives 1 country

^{16/} "Report on the Second Actuary Inquiry among Governments on Population and Development" United Nations E/Conf.60/CBP/32. Document presented by the Secretary-General to the World Population Conference, Bucharest, August 1974.

- The central government accepts family planning activities by private organizations or local authorities 7 countries
- The central government supports family planning activities by private organizations or local authorities 2 countries
- The government includes family planning activities in public programmes 15 countries

It should be borne in mind that the magnitude and coverage of these family planning activities included in public programmes vary greatly from one country to another.

It is worth noting that in all the countries of Latin America except Cuba there are family planning activities developed by private national organizations for the most part affiliated to the International Planned Parenthood Federation, and that the trend of the Governments has been to include these activities in their health programmes or developed family planning services in conjunction with them, as components of the mother-and-child health programmes. The changes observed in the region in this matter have been remarkable, as may be seen in Table 1. The same trend may be observed in the other regions where developing countries predominate.

By way of example it is worth summarizing the stages that gave rise to the Intra-Hospital Family Planning Programme (Programa Intra-hospitalario de Planificación Familiar) in Costa Rica, since a similar process has been followed in several other countries of the region. Family planning activities in Costa Rica began about 1962, in a private fashion, fostered by some groups of professionals, particularly physicians. These efforts became consolidated in 1968 when the Costa Rican Population Association (Asociación Demográfica Costarricense) was created. This was a private entity affiliated to the International Planned Parenthood Federation. Government activities began about the same time (1967) with the creation of the Population Office (Oficina de Población) in the Ministry of Health. Simultaneously the Centre for Social Studies and Population (Centro de Estudios Especiales y de Población - CESPO) was set up at the University, as an annex to the

Table 1

DEVELOPING COUNTRIES HAVING OFFICIAL FAMILY PLANNING PROGRAMMES, BY REGION a/

| | Total number of countries | 1960 | 1965 | 1970 | 1974 |
|---------------|---------------------------------|----------|-----------|-----------|-----------|
| Latin America | 36 | 1 | 3 | 15 | 20 |
| Africa | 53 | 0 | 4 | 9 | 10 |
| Asia, Oceania | 46 | 3 | 11 | 21 | 23 |
| <u>Total</u> | <u>135</u> | <u>4</u> | <u>18</u> | <u>45</u> | <u>53</u> |

Source: Population Policies and Economic Development, a World Bank Staff Report, 1974, page 75.

a/ In Latin America it is often a family planning component included in mother-and-child health programmes.

Faculty of Medicine. Later the National Population Committee (Comité Nacional de Población - CONAPO) arose from the initiative of the directors of the above-mentioned bodies, its aim being to co-ordinate public and private sector activities in the field of family planning. This Committee was subsequently joined by other private institutions having to do with the family, as well as representatives of the Ministry of Education having to do with sexual and family education. Finally, the Intra-Hospital Family Planning Programme was created in 1972, as the result of an agreement between the Government of Costa Rica, the Costa Rican Population Association, and the Pan American Health Office (PAHO).

It should be borne in mind that in most cases the explicit aims of official family planning programmes are of a socio-medical nature, few countries having developed these programmes mainly with a view to population goals.

3. Policy evaluation

In this connexion the WPPA establishes a principle of minimum rationality: "Where population policies or programmes have been adopted, systematic and periodic evaluations of their effectiveness should be made with a view to their improvement".(94) There is, however, no explicit reference made to any institutional instrument for filling this function at national level.

In Latin America this task has been entrusted as a rule to the Population Councils or Commissions, where they exist. So, for example, to refer to the cases already discussed in the present Chapter, one of the functions entrusted to the National Population Policy Commission of Argentina is to co-ordinate the follow-up and management control involved in adopting and applying the measures planned.^{17/} The same function also devolves upon the National Planning Commission of Chile. In the case of Colombia and Mexico, on the other hand, this task is not explicitly assigned to the respective National Population Councils in the decrees under which they were created. It may nevertheless be thought that given the range of functions conferred upon them they will also have to be responsible for evaluation.

The evaluation of population policies at regional level, to which the WPPA refers in its final paragraphs, will be dealt with below in section D of this chapter.

^{17/} Office of the President of Argentina, Decree Nº 980 of March 28, 1974, Article 2, paragraph 2.

C. Inputs for a population policy

1. Statistical information

The WPPA is quite emphatic in stating that "statistical data on the population collected by means of censuses, surveys or vital statistics registers, are essential for the planning of investigations and the provision of a basis for the formulation, evaluation and application of population and development policies".(72)

In more concrete terms the WPPA urges "countries that have not yet done so... to tabulate and analyse their census data ..."(72) and recommends that every country take a population census between 1975 and 1985.(75)

In this regard it should be noted that practically all the Latin American countries, with the exception of Bolivia and Uruguay, conducted a population census about 1970. The various processing stages may be seen in table 2. It will be observed that only four countries have published complete results and that sample results are available for another two countries.

As regards the contents of the census to be taken about 1980 the WPPA recommends that "particular attention" be given "to data relevant to development planning and the formulation of population policies".(73) The WPPA goes on to re-emphasize this recommendation by stating that "provision for data-gathering assistance should cover fully the need for evaluating, analysing and presenting the data in a form most appropriate to the needs of users".(76) This points to an issue widely debated in Latin America - the adjustment of data to the needs of users.

A certain degree of disconnexion has existed historically in the region between the organizations collecting the statistical information and processing the data - normally the national statistics institutes or offices - and the users of this material, among others the planners and researchers in social sciences.

Table 2

STATUS OF CENSUS PUBLICATIONS OF LATIN AMERICAN COUNTRIES
AT THE END OF 1975

| Country | Date of census | Results published |
|--------------------|----------------|-------------------|
| Argentina | 1970 | |
| Brazil | 1970 | + |
| Colombia | 1974 | |
| Costa Rica | 1973 | |
| Cuba | 1970 | |
| Chile | 1970 | + <u>a/</u> |
| Ecuador | 1974 | |
| El Salvador | 1971 | |
| Guatemala | 1973 | |
| Haiti | 1970 | |
| Honduras | 1974 | |
| Mexico | 1970 | + |
| Nicaragua | 1971 | + <u>a/</u> |
| Panama | 1970 | + |
| Paraguay | 1972 | |
| Peru | 1972 | |
| Dominican Republic | 1970 | |
| Venezuela | 1971 | + |

Source: Information supplied by the CELADE Data Bank.

a/ Data from a census sample.

/The result

The result of this disconnexion is that the nature and degree of aggregation of the data produced often fail to respond to the requirements of investigation or planning. Such problems tend to become more serious owing to the growing imbalance between the volume and composition of the demand for and supply of statistical information.

In order to overcome problems of this type and homogenize the statistical information collected in the various countries, the United Nations has been developing the System of Population and Social Statistics and the new National Accounts System.

The work long done in this field by the Inter American Statistical Institute (IASI) is well known, one of its aims being precisely to contribute to increase comparability and availability of economic and social statistics among American nations. It was along these lines that its Inter American Programme of Basic Statistics was developed as from 1964.

Various efforts have been made at national level with a view to adapting statistics to the needs of users. It is worth mentioning by way of illustration the First National Conference of Users and Producers of Statistics, held in Santiago in 1967 by the Centre for Statistical-Mathematical Studies (Centro de Estudios Estadístico-Matemáticos) of the Universidad de Chile, with technical assistance provided by CELADE and ECLA. One of the basic issues discussed at that Conference was precisely whether the production of statistics covered all areas of information and answered the needs of investigators, particularly those devoted to national planning work.^{18/} A total 86 bodies were represented at that meeting, nearly all of them users of statistics, belonging to widely different sectors of national activity.

^{18/} Centre for Statistical-Mathematical Studies. First National Conference of Users and Producers of Statistics, Santiago, Chile, October 3-7, 1967 (General report).

As regards regional international organizations, the work done by the Social and Demographic Statistics Section of ECLA deserves special mention. Among its activities it is well to note the Seminar on the Organization and Conduct of Population and Housing Censuses for Latin America (May 1968), conducted as part of the preliminary work preparatory to the 1970 Census of the Americas Programme; another seminar designed to promote optimum utilization of census data collected around 1970, and, more recently (1974), the meeting of the Expert Committee for the Improvement of Sources of Demographic Statistics, held in Buenos Aires with the co-operation of CELADE and financial support from UNFPA. The purpose of this meeting was to examine the methods and procedures practiced in the region, in order to evaluate them in light of their application to the countries... and lay the foundations for future action in favour of population statistics, co-ordinating the activities of international organizations in this field.^{19/}

Concern for this problem in the field of social sciences in the region recently led to the establishment of a working party on Integrated System of Socio-Economic and Population Statistics, within the Population and Development Commission of the Latin American Council for the Social Sciences (Consejo Latinoamericano de Ciencias Sociales - CLACSO). Its aim is to determine the characteristic features of a system of socio-demographic statistics that will permit the study of interrelationships between demographic and socio-economic phenomena, in accordance with theoretical approaches considered relevant in the specific historical context of Latin America.

Through these various efforts the bases are being laid for the 1980 census to respond more adequately to the information and investigation requirements involved in the formulation and evaluation of population policies. To be fruitful, however, such efforts require

^{19/} ECLA, Report of the Meeting of the Expert Committee for the Improvement of Sources of Demographic Statistics. Document E/CN.12/975.

the decided support of governments as well as adequate co-ordination of international organizations concerned with these matters in the region.

To turn now to the institutional base designed to collect and process statistical data on population, it may be stated that in all the countries of the region there are public agencies in charge of these functions, though with varying degrees of institutional development.

In order to assess the development attained in some countries in this matter it is worth summarizing briefly, by way of example, the case of the Brazilian Geography and Statistics Institute (Instituto Brasileiro de Geografia y Estadística - IBGE).

The IBGE has been fulfilling the functions outlined above for practically the last thirty years. One of the problems it had to face was precisely the type of data it is advisable to collect, that is, the need to adapt the information to the features peculiar to the demand of its users. The solution reached was to have the users themselves join the Institute, so that the information offered might be improved and adapted by means of direct discussion with them. This was one of the reasons that led to transferring the institution in 1967 from the Ministry of the Interior to the purview of the Ministry of Planning, and that justified reorganizing it in 1972, so that today the IBGE groups together various bodies devoted both to gathering permanent and periodic statistics and to training specialized personnel for collecting and processing the information, together with those using the information either for investigation or for the production of inputs for planning. It should be pointed out, finally, that the production of population, economic and social statistics within the same institution - as is the case with the IBGE - may contribute favourably to developing studies on the interrelationships between population and development.

2. Research

The WPPA "gives high priority to research activities in population problems (including unemployment, starvation and poverty) and to related fields, particularly to research activities that are important for the formulation, evaluation and implementation of population policies...".(78) The importance that the World Conference attaches to research - to which an entire section of the WPPA is devoted - is also manifest when it states as a rule that "national and regional research institutions dealing with population and related questions should be assisted and expanded as appropriate", and when it emphasizes that "special efforts should be made to co-ordinate 20/ the research of these institutions by facilitating the exchange of their research findings and the exchange of information on their planned and ongoing research projects".(80)

The long and varied list of subjects for investigation that the WPPA terms "existing gaps in knowledge" (see paragraph 78 a-q) also lays bare the concern of the Conference over the appropriate development of this area of population activities. This list is of a purely indicative nature, in programmatic terms. As the WPPA itself says, it is up to the governments and national institutions to determine their research requirements and needs.(79)

The picture outlined below on the status of population research in Latin America deals mainly with the institutional development achieved, as well as the aspects of co-ordination and exchange of information to which the WPPA attaches particular importance.

(a) Bio-medical research

Bio-medical research has been of vital importance for population dynamics, particularly owing to the consequences of applying its results to morbidity and mortality. The WPPA refers to this form of research when it recommends that research be conducted with the aim

20/ Underlined by the author.

of developing "effective means for the improvement of health, and especially for the reduction of maternal, foetal, infant and early childhood mortality".(78 c)

When bio-medical research is mentioned in the context of population activities, more specific reference is usually made to the area of reproduction biology. In this restricted field the WPPA recommends the development of basic and applied biological research, tending both to the evaluation and improvement of existing methods for regulating fertility and to the invention of new methods.(78 i) It also urges that research be conducted to determine the causes and treatment of sterility.(78 k)

The Conference further suggests, in resolution XV, "that the United Nations bodies support national and international programmes which deal specifically with bio-medical research on fertility and its variations, both normal and pathological...".

Some background information is given below on research activities in Latin America on reproduction biology.

There are research centres active in this area in several countries of the region. Activities, however, are concentrated particularly in some countries which have developed a solid institutional base and have trained highly qualified personnel specialized in the field. A view of activities in this area of research and their concentration in certain countries may be found in the papers presented to the Fifth Meeting of the Latin American Association for Research on Human Reproduction (Asociación Latinoamericana de Investigaciones en Reproducción Humana - ALIRH) held in November 1972.^{21/} This meeting was attended by researchers from seven countries of the region. Of the 128 papers presented, 44 had been prepared in Argentina, 25 in Uruguay, 15 in Brazil, 15 in Chile, 14 in Mexico, 6 in Peru, 2 in Colombia. The remainder were written by extra-regional researchers.

^{21/} ALIRH, Fifth Meeting of the Latin American Association of Researchers on Human Reproduction, Buenos Aires, November 1972. Programme of Activities and summaries of papers presented.

International financial assistance has played a significant role in the development of research in the field of reproduction biology. WHO has granted support to research centres located in all the countries mentioned above, through its "Expanded Programme of Research, Development and Research Training in Human Reproduction", with world coverage.

In 1973 it provided financial support to 45 research and training projects and programmes, focusing on Brazil (16 projects) followed by Argentina (7), Chile (7) and Mexico (7). Of these projects 16 belong to the Task Forces programme whose aim is to promote co-operation in research activities designed to develop new methods for regulating fertility.^{22/}

Private agencies which have most contributed with their financial support in this field are the Population Council and the Ford Foundation. Both have given preference to lines of research that may contribute to improve existing methods for regulating fertility or to produce new methods.

Communication between centres and researchers active in reproduction biology in Latin America is institutionalized through the Latin American Association for Research on Human Reproduction (ALIRH), mentioned above. This association was founded in 1964 and its main object is to promote development of original research, with scientific methods, in reproduction biology, applicable to the human species. To this end the Association periodically organizes scientific meetings at which its members present papers on work done and under way (6 have been held up to 1974); it fosters written exchange of information and disseminates bibliographical information.^{23/}

^{22/} See World Health Organization, "Expanded Programme of Research Development and Research Training in Human Reproduction", Third Annual Report, November 1974.

^{23/} By-laws of the Latin American Association for Research on Human Reproduction.

Communication is conducted more permanently focusing on joint programmes, such as the one of the Three Nations, financed by WHO, wherein centres of Argentina, Chile and Uruguay participate.

The Latin American Research Programme on Human Reproduction (Programa Latinoamericano de Investigación en Reproducción Humana - PLAMIRH) financed by the Ford Foundation and the International Development Research Centre (IDRC) of Canada, was begun recently with the aim of promoting and giving financial support to research in this area, granting priority to new and creative ideas and to young researchers, with emphasis on applied research. The Programme began by supporting 36 projects in the seven countries mentioned above, 10 in Mexico, 8 in Chile, 7 in Argentina.

(b) Social research 24/

The path followed by social research in the field of population illustrates, on the one hand, the process of development and institutionalization of social sciences in Latin America, and on the other, the growing interest shown by international organizations for population problems, which is also observed at institutional level, for instance, in the creation of CELADE in 1957, of the Latin American Population and Family Centre (Centro Latinoamericano de Población y Familia - CELAP), in 1965 and the Population Unit at ECLA (1967).

It is difficult to pinpoint the years that mark periods in the institutionalization process of the social sciences, insofar as this process takes place at different times in the various countries, according to the degree of development and diversification of the universities, which in turn appears to be associated to a great extent with the levels of socio-economic development achieved. A sequence may nonetheless be established, valid for the majority of cases. Economics is the first social science to be consolidated in

24/ The word "social" is used in its broad sense, thus including among social sciences not only Sociology, Social Psychology, Anthropology, History and Political Science, but also Economics and Demography.

the universities by means of the creation of institutes or their equivalents, which happened nearly always in the fifties. Later, at the end of that decade and in the first half of the sixties, the same happens with Sociology, followed by Anthropology and only recently by Political Science.

The institutionalization of Demography at national level began to come about only in the last few years, in great measure as a result of influence exerted by CELADE from the sphere of international organizations, through the training of professionals from the countries of the region in the field of Demography.

Another sequence that is characteristic of the process and that has great effects on the contents of social research is the successive arising of Schools for training professionals, to be followed by Institutes defined by one discipline, where research and training of researchers was systematically begun; a third stage, finally, in the course of which research Centres arise whose field is circumscribed by one problem area (Urban Development, Land Reform, etc.) and whose composition is as a rule of a multidisciplinary nature. Thus, together with the predominantly academic research done by institutes, more operational research linked to concrete historical contexts arises in the research centres.

Another point to be taken into account is the formation of an increasingly active communications network among institutions and researchers throughout the region, generating its own institutional basis with the creation of the Latin American Council for the Social Sciences in 1967. A total 71 research centres are currently affiliated to it, with a complex grouping in eight committees and nine working parties.

It is in this context that population research developed in Latin America. In the first stage descriptive studies and population analyses predominated. Then, about 1965, a number of surveys were conducted on reproduction and migration behaviour, which, in addition to obtaining information on these matters, were designed to lay the foundations for a sociological explanation of such phenomena.

/The dominating

The dominating theoretical standpoint in these studies is structural and functionalistic, consequently tending to explain population behaviours starting from micro-social, psychosocial, and cultural factors. A similar phenomenon took place in the late sixties when incipient interest was aroused over population policies, leading to studies focusing on the attitudes of individuals connected with decision-taking in this field (physicians, members of the Church, leaders of opinion, etc.).

Of late years Latin America has experienced a remarkable development of social research on population, characterized by a growing interdisciplinary standard, together with a continuing effort to develop theoretical frameworks better suited to Latin American reality and - if not predominance - at least validity of a structural historic approach to explain population dynamics and its interrelationships with economic, social and political processes. This approach directs attention to macro-structural factors and - together with an expansion of the field of study - brings about an increasingly interdependent consideration of certain aspects of population dynamics, such as fertility and migration, which heretofore tended to be studied in airtight compartments.

This process has been accompanied by a growing intercommunication between centre and researchers of different countries. Such communication, however, is not a new phenomenon; it had arisen before in connexion with seminars, courses, and comparative research work, such as that done on urban fertility and rural fertility. The novelty is to be found in its greater intensity and its institutionalization within CLACSO, with the formation of the Population Commission in 1970, based on the Working Group on Migrations, whose co-ordinating secretariat is based in the Colegio de México.

The development of this Commission is an eloquent expression of the process described above. By 1971 the name of the Population Commission changed to Population and Development Commission, thus expanding its scope and disciplinary range. In 1972 the Working Group on Fertility was set up, with its co-ordinating secretariat held by

/the Brazilian

the Brazilian Analysis and Planning Centre (Centro Brasileiro de Análisis y Planeamiento - CEBRAP). In 1973 the name of this group also changed and became Working Group on the Reproduction Process of the Population. That same year a third working party began operating within the Commission - the Social Research Programme on Population Problems Relevant to Population Policies in Latin America (Programa de Investigaciones Sociales sobre Problemas de Población Relevantes para Políticas de Población en América Latina - PISPAL). This Programme, originally composed of eight centres, operates a Central Unit located at CELADE and made up of a group of researchers filling the role of co-ordinating technical secretariat. It does have an institutional infrastructure especially designed to ensure communication among its members as well as co-ordination of the research done within the Programme.

Lastly, a fourth Working Group was organized within the Commission in 1974, the Integrated System of Social and Population Statistics mentioned in the preceding section. Its co-ordinating secretariat is located in the ELAS-CELADE Programme.

In 1974 twelve national centres from seven countries participated in the Group on Migrations; seven national centres located in four countries took part in the Group on Population Reproduction; two regional centres also participate on both Groups; PISPAL is composed of eight member centres and four associate centres, and the Integrated System of Statistics has thirteen institutions, three of which are regional.

At the present time there are social research centres systematically conducting population studies in the great majority of the countries of the region, although in several cases their human, technical and financial resources are scanty.

From this brief description of the development experienced by social research on population in the region it may be concluded that institutional conditions are being established in Latin America in response to the recommendations of the WPPA, making it possible

to give "high priority to research activities ... particularly to (those) that are important for the formulation, evaluation and implementation of ... population policies".(78)

It should nevertheless be borne in mind, first, that this research capacity is still at an incipient stage and that in several countries of the region it is just beginning to take shape, and, second, that communications mechanisms between social research centres and the organizations responsible for formulating, implementing and evaluating population policies - if any - are mostly insufficient, inadequate or simply non-existent. This situation has been partly alleviated in some cases through the creation of units for population studies within the planning bodies themselves. The National Planning Institute (Instituto Nacional de Planificación) of Peru, the Central Planning Board (Junta Central de Planificación) of Cuba, and the Population Analysis Centre (Centro de Análisis Demográfico) under the National Planning and Economic Co-ordination Board (Junta Nacional de Planificación y Coordinación Económica) of Ecuador, may be cited by way of example. In other cases such study units have been set up within the Ministries or Councils of Population explicitly responsible for the formulation of population policies. Instances of this situation are the Ministry of the Interior, of Brazil, with its research programme designed to set out the bases for defining and implementing a policy on internal migrations, and the National Population and Environment Council (Consejo Nacional de Población y Medio Ambiente) of Colombia, which is currently setting up a Government Research Centre on Population and Environment (Centro Gubernamental de Investigación en Población y Medio Ambiente), one of whose main objectives is to promote and co-ordinate the development of research, both in public and private institutions, in response to the requirements of the formulation and evaluation of population and environment policies. In the measure that this Centre becomes operational there would be in this case an institutionalized means of communication between research centres and the bodies responsible for population policies.

3. Training

The word training is here used in its broad sense, that is to say, actions designed to make persons more apt for the fulfilment of certain functions.

The WPPA recommends technical training, to prepare personnel for production of information, research, as well as for formulation, implementation and evaluation of population policies. It also recommends training the social base and the leading élite in order to increase their aptitude for participating both in the decision-taking processes and in the application of population policies. It is within this second type of training that dissemination of information and education on population should be considered.

(a) Technical training

The WPPA refers to the training of "population specialists" and also to "training in population dynamics and policies".(83) It may be understood that under such general formulas reference is being made to the training of demographers, social scientists specializing in population studies and planners.

The picture of the region is heterogeneous in this respect, showing varying degrees of development according to disciplines and countries.

The systematic training of demographers in the region has been the result mainly of the initiatives at international level that led to the establishment of CELADE. An outline of its activity in this field is given in the following section, when dealing with the role of international organizations. Let us point out here only that the regional nature of the Centre made it possible to train personnel from all countries of Latin America from the very start of its training activities in 1958, through diversified programmes designed to meet short- and medium-term demands for personnel at various levels of training.

Initiatives at national level intended to train demographers have been rare in the region. Among them we may underline the role played by the Centre for Economic and Population Studies of the

Colegio de México. The aim of this Centre, whose activities started in 1964, is to provide graduate students from the schools of Economics and other branches of social sciences, and even scientific and technical careers in the country, with the training essential for analyses and economic, demographic or statistical research. With this general aim in view the Centre has developed three parallel curricula leading to a Mastership in Economics, Demography and Statistics.

The institutional capacity of the region for specializing social scientists in population studies is quite reduced, not going beyond the CEED Mastership and the Magister degree in Economics with Specialization in Demography made available by the joint programme of the Universidad de Chile and CELADE. To date this training has been obtained in most cases through studies at universities outside the region and through private team research practice.

As to training of planners for formulating population policies, there is no regular programme in the region for the purpose. An effort in this direction was started in 1971 with the DEMOPLAN Seminar, organized jointly by CELADE, ECLA, IDB and OAS.

This week-long seminar was attended by participants from fourteen countries of Latin America. The object was to contribute to have population data and studies more adequately utilized by planners, one of the aims being to discuss a training programme. Unfortunately this first step was not followed by others leading to the establishment of a stable training programme in these subjects.

The specific situation of physicians is in strong contrast with the one described above for planners. We may mention, by way of example, the work done in this field by the Pan American Federation of Faculties and Schools of Medicine (Federación Panamericana de Facultades y Escuelas de Medicina - FEFAPEM), based in Colombia.

In 1967 FEFAPEM 25/ created its Training and Population Research Division (División de Docencia e Investigación en Población).

25/ See Patiño, José Félix, "Population and Family Planning Programs in Latin America". Document presented to the Third Population Conference, Bellaggio, May 1973.

Its work programme is directed to stimulating and implementing teaching of the basic notions of demography in relation to health, at the medical schools of Latin America. Of its work in this area mention should be made of the preparation of a series of eleven handbooks for teaching demography in medical schools, and the giving of three/four-month international courses on demography and health between 1972 and 1974, with about 25 students in each course. It should be noted, finally that a total 1,876 professionals from nineteen countries of the region had taken part in meetings, seminars and courses organized by FEFAPEM from 1968 to April 1973.

The WPPA also refers to training personnel for implementing and executing population programmes, stating in this connexion that training should be given for management of such programmes, including medical and paramedical personnel, where needed.(84)

This type of training has been imparted in Latin America in close connexion with family planning programmes. The institutions that initially undertook this work were normally private institutions affiliated to the International Planned Parenthood Federation (IPPF), in some cases with the co-operation of public health agencies and universities. It is the case of PROFAMILIA in Colombia and APROFA in Chile. For instance, in the period between 1965 and 1972 APROFA trained 906 professionals, 390 of whom were foreigners. The majority of these professionals were physicians (311) and midwives (376). In the years following, this training effort has focused on national personnel.26/

More recently, as family planning activities are being included in mother-and-child health programmes of public health services in several countries, a major part of this training work has begun to develop within these programmes. Reference may be made to the Extension Programme for Mother-and-Child Health and Family Welfare Services (Programa de Extensión de Servicios de Salud Materno-Infantil y de Bienestar Familiar - PESMIB) in Chile. This programme operates

26/ APROFA: Informe de actividades de adiestramiento al 31 de octubre de 1974. Training and Specialization Division.

through 25 areas covering the entire country. From its inception in 1973 it set up a subcommittee for training and teaching. Its aim is to train personnel of the services and teaching centres towards better fulfilment of the objectives of the Programme. From January 1973 to June 1974 a total of 1,185 persons were trained in 32 courses; 29 per cent of the personnel trained were doctors and midwives, the remainder being nurses, nutritionists and auxiliary staff. The curriculum of these courses varies according to the functions of the trainees, focusing accordingly on management of mother-and-child and family planning services, gynaeco-obstetrical aspects of contraception, basic pediatrics or service statistics. In this way trained personnel are being prepared for management and co-ordination, implementation and evaluation of the Mother-and-Child Health and Family Welfare Programme.

Training for programme management must also include training for its evaluation, as a basic point. Activities conducted in Latin America with this end in view have been carried out mainly by international organizations at regional level. Information on them is given in the following section when describing the activities of CELADE.

(b) Social training

The WPPA makes recommendations in this connexion, with reference both to information and education of the social base and to training of its leaders.

Regarding the social base the WPPA holds that "educational institutions in all countries should be encouraged to expand their curricula to include a study of population dynamics and policies, including, where appropriate, family life, responsible parenthood and the relation of population dynamics to socio-economic development and to international relations".(87)

Progress has been made in Latin America in this field, though there is still much to be done. In several countries of the region curricula have been prepared for education on population and for sexual and family education, teachers have begun to be trained and pilot programmes have been started with a view to extending them later nationwide. The cases of Colombia, Dominican Republic, Chile and

/El Salvador

El Salvador may be cited, among others.^{27/} UNESCO, with financial support from UNFPA, has played a major role in this field.^{28/}

As an instance of what has been done in education on population some data are given on the Family Education Project of the Ministry of Education of El Salvador.^{29/} This project is carried out at schools and forms part of the curricula. Its aims include encouraging the formation of a demographic and ecological awareness that will promote positive attitudes towards population problems in the country and towards the conservation of natural resources and preservation of the biological balance. The project includes among its tasks the preparation of material for study and training of academic staff. Among its achievements mention should be made of the formation of an Interministerial Family Education Committee (Comité Interministerial de Educación Familiar) as well as of the Standing National Family Education Commission (Comisión Nacional Permanente de Educación Familiar) courses on the programme for educational authorities and evaluation surveys.

As to leading groups the WPPA states that "training in population matters should be extended to labour, community and other social leaders, and to senior government officials, with a view to enabling them better to identify the population problems of their countries and communities and to help in the formulation of policies relating to them".(85)

Manifold activities have been developed in the region tending to provide information and "create awareness" of population problems in union leaders, journalists, government officials and other social leaders who to any extent sway public opinion or affect the processes of taking policy decisions.

^{27/} See UNESCO Regional Office of Education for Latin America and the Caribbean, Seminario regional sobre programación de educación en América Latina. Final Report, Santiago, April 1974.

^{28/} See outline of the work of UNESCO in section D.2.c.

^{29/} UNESCO Regional Office of Education for Latin America and the Caribbean, op.cit.

Such activities include, for example, the work done between 1965 and 1970 by the Latin American Population and Family Centre (CELAP) through the National Seminars on Population and Family which were attended by representatives of the Government, the Catholic Church and other institutions of national significance; the Seminar on Population and Development for countries of the Andean Area (Quito, 1969); the Seminar on Church, Population and Development (Santiago, 1970) where a selected group of Latin American bishops participated, and, finally, a similar Seminar held for the bishops of Colombia in August of the same year.

Other examples of activity in this field are the International Population Programmes conducted by the Population Reference Bureau (PRB) in Latin America. PRB action, started in 1929, is directed - as the organization itself defines it - by the belief that both individuals and governments are better able to adopt rational decisions in the interest of society as a whole when they are fully informed as to the influence that population growth has on all facets of human life.^{30/} Most noteworthy among its publications are the Population Bulletin, the PRB Selections, the yearly World Population Data Sheet, and, more recently, "El Demográfico", a monthly periodical especially addressed to the press of the region. Through its International Population Programmes this organization also conducts direct communication activities by means of Seminars and Discussions.

The Seminars are directed to sectors whose work has a multiplying effect, such as educators, worker leaders and the press. The PRB began this programme in 1968 when the First Regional Seminar on Population and Labour was held in Honduras with the co-operation of the Inter American Regional Organization of Workers (Organización Regional Interamericana de Trabajadores - ORIT). Since then two national seminars have been held in Chile and Colombia (1968), five regional seminars for union leaders (1970-1972) and three regional seminars for journalists (1973-1974).

^{30/} Population Reference Bureau, Inc. "Annual Report", 1972.

The discussions are attended by invited specialists in various disciplines and leaders who through their influence and decision power may contribute most effectively to the development process. Here it is a matter of discussing the divers viewpoints on relations between population and development. Twenty-one meetings of this type for countries or groups of countries of the region have been held from 1967 to 1974.

Other programmes have also been developed in Latin America designed to affect the social base through community leaders, in order to increase acceptance of family planning programmes such as the Programme for Monitors on Responsible Parenthood in Chile, and the Training Programme for Community Leaders in Costa Rica.

The former, started by APROFA in 1972, aims at obtaining a system of monitors who, acting in direct communication with the community, will promote sexual education in couples in order to facilitate behavioural changes that will enable them to decide on and adopt the use of contraceptive methods; provide information to and motivate potential users of family planning services, and contribute to modify magical and mythical interpretations of the health problems of women and children and of contraceptive methods. By the end of 1973, after two and a half years of action, the programme had a network of 9,200 monitors in 36 cities of Chile 31/

In 1970 a Training Department was created in the Centre for Population and Social Studies (Centro de Estudios Sociales y de Población - CESPO) of Costa Rica, and a Training Programme for Community Leaders was organized. The programme responds to the need for creating in public opinion an environment favourable to the National Family Planning Programme 32/, a goal which it

31/ APROFA, op. cit.

32/ Doxley, James, Evaluación del programa de adiestramiento para dirigentes comunales, CESPO, Universidad de Costa Rica, 1972, page 9.

endeavours to reach by selecting and orienting directors of opinion. A supplementary aim of the programme was to foster the development of leaders in these various communities to promote social change.^{33/} The goal of this programme was to select and orient 600 community leaders.

Of this non-exhaustive panoramic view of training in the field of population in Latin America at least one conclusion may be drawn: that there is practically a gap as regards technical training of planners for formulating population policies as a constituent element of economic and social development plans and programmes, a fact which raises a serious obstacle to the fulfilment in Latin America of recommendations made by the World Population Conference.

4. Technical assistance

Technical assistance is addressed both to formulation, implementation and evaluation of national population policies, and to production of inputs for them. Since the WPPA recommends this function to international organizations - as is actually the case in the region - this subject will be developed in the following section which deals with the role of international organizations.

5. Financing

The manifold activities in the field of population that have been gradually developed in the countries of the region, some of which were mentioned in preceding sections, have been carried out to a significant extent with contributions from the governments involved. Notwithstanding, financing from external sources has acquired growing importance in the past few years. This financing has been devoted mainly to supporting new activities in their initial phase, on the assumption that once they are consolidated the main responsibility for such financing will be taken up by the respective governments. This topic being directly linked to international co-operation it will be dealt with in the following section.

^{33/} Ibid.

D. Role of international co-operation and of international organizations

"International co-operation", the WPPA states, "based on the peaceful coexistence of States having different social systems, should play a supportive role in achieving the goals of the Plan of Action. This supportive role could take the form of direct assistance, technical or financial, in response to national and regional requests and be additional to economic development assistance..."(100). Elsewhere the WPPA urges "developed countries and other countries able to assist... to increase their assistance to developing countries in accordance with the goals of the Second United Nations Development Decade and, together with international organizations, make this assistance available in accordance with the national priorities of receiving countries".(104) It urges governments, on the other hand, "to utilize fully the support of intergovernmental and non-governmental organizations".(96)

Based on these recommendations of the WPPA a brief view is given below of the way that international co-operation has developed in the field of population and of the part played by international organizations as regards channelling financial assistance and supplying technical assistance in aspects of statistical information, research, training and advisory services.

1. Financial assistance

International concern over the population problem has increased considerably over the past fifteen years. This is manifest in the creation of numerous organizations to deal with these matters as well as in the way that financial assistance to developing countries has grown. In 1960 the total aid in this field amounted to approximately 2 million dollars. Thirteen years later (1973) the amount had risen to a total 220 million.

In 1972 Latin America received 16 per cent of this aid (28.6 million dollars),^{34/} that is a higher amount per capita than other developing regions. This financial assistance was distributed over family planning activities (76 per cent), bio-medical research (19 per cent), and population activities (5 per cent).^{35/}

External aid has been channelled through organizations of diverse nature which from a historical standpoint have filled different functions. Thus it was that in a first period covering until about 1964 activities in the field of population were mainly conducted by private entities like the International Planned Parenthood Federation (IPPF), the Population Council, the Ford and Rockefeller Foundations, and Pathfinder Fund.

The attitude of the governments of developed countries, specifically that of the government of the United States, was at that time to refrain from interfering in population matters. In 1959 President Eisenhower rejected the recommendation to provide external aid for population control contained in the Draper report.

This position was gradually modified and by 1965 it had led to an official policy of the United States Government. That year, in his report to Congress President Johnson said, "I shall seek new means to use our knowledge to help to deal with the problem of world population explosion and increasing shortage of world resources".^{36/} From then on the Agency for International Development (AID) let countries know that it was prepared to provide technical assistance, goods and local currency to support family planning programmes.

A third stage, which is the present, is characterized by action of multinational organizations in population matters, especially

^{34/} Not including administrative costs.

^{35/} Source: United Nations. The Role of International Assistance in the Population Fields. Document prepared by UNFPA for the World Population Conference, 1974.

^{36/} Claxton, Philander P., "La política de los Estados Unidos respecto de los asuntos de población y planificación familiar". Minutes of the Latin American Regional Population Conference, 1970.

that of the United Nations system through the United Nations Fund for Population Activities. In 1970 UNFPA started its assistance with 3.2 million dollars which rose to nearly 35 million in 1973 for all developing countries.

The main sources of financing for Latin America are listed in Table 3.

(a) United Nations Fund for Population Activities (UNFPA)

UNFPA was set up in 1967 within the purview of the General Secretariat; in 1969 its management was taken up by the United Nations Development Programme (UNDP). Its main purpose is to lend financial assistance to population programmes in developing countries, using to this end the funds it receives from numerous United Nations member countries. The funds for projects it supports are normally channelled through organizations belonging to the United Nations system, within their respective spheres of action. As executing agencies they also supervise the implementation of such projects.

A view of activities financed by the Fund in Latin America may be obtained from tables 4 and 5, where national and regional projects supported in 1973 are classified by area of activity, as follows:

- (i) Basic data: Funds for conducting censuses, population surveys, improvement of vital statistics, etc. It also covers technical assistance in this field.
- (ii) Population policies: Financing is provided for research and other activities mainly connected with formulation of population policies in planning organizations or social research centres.
- (iii) Population dynamics: Funds devoted to demographic, demographic and socio-demographic research.
- (iv) Family planning: Funds for activities directly connected with implementation of family planning programmes.
- (v) Communication and education: Allocates funds both for seminars and courses on demography and for activities in the areas of education on population, sexual and family education, and social communication on family planning.

Table 3

EXTERNAL FINANCING FOR POPULATION ACTIVITIES IN LATIN
AMERICA, BY MAIN SOURCE, a/ 1973
(Thousand of dollars)

| | Total | | Programmes | |
|------------------------------|------------------------|--------------|--------------|---------------|
| | Thousand of dollars | Per cent | Regional | National |
| UNFPA <u>b/</u> | 6 656 | 17.8 | 2 250 | 4 400 |
| AID <u>c/</u> | 13 623 | 36.4 | 7 393 | 6 230 |
| IPPF <u>d/</u> | 13 663 | 36.5 | - | 13 663 |
| Population Council <u>e/</u> | 1 960 | 5.2 | - | 1 960 |
| Ford Foundation <u>f/</u> | 1 572 | 4.1 | 87 | 1 485 |
| <u>Total</u> | <u>37 474</u> | <u>100.0</u> | <u>9 736</u> | <u>27 738</u> |

Sources:

- a/ Funds not considered are involved in programmes carried out by United Nations agencies at no cost to UNFPA, and those from the Rockefeller Foundation, the International Development Research Centre of Canada, the World Bank, the IDB and other sources contributing minor amounts.
- b/ United Nations Fund for Population Activities, Report 1973.
- c/ AID, Population Programme Assistance, Annual Report, 1973.
- d/ AID, Population Programme Assistance, Annual Report, 1973, page 96. Includes Western Hemisphere Region, but as no funds are allocated to the United States or Canada, this amount covers Latin America and the Caribbean.
- e/ The Population Council, Annual Report, 1973.
- f/ Ford Foundation, Annual Report, 1973.

Table 4

NATIONAL POPULATION PROGRAMMES FINANCED BY THE UNFPA IN
LATIN AMERICA, BY COUNTRY AND AREA OF ACTIVITY, 1973

| Country <u>a/</u> | Areas | | | | |
|--|----------------------------|--|--|---------------------------------|---|
| | Basic data <u>b/</u> | Popula- tion policies <u>c/</u> | Popula- tion dynamics <u>c/</u> | Family planning <u>d/</u> | Communi- cation and education <u>e/</u> |
| Argentina | 1 | | | | |
| Brazil | | | 2 | | |
| Colombia | 1 | | | 2 | 1 |
| Costa Rica | | 1 | 1 | 1 | |
| Cuba | | | | | 1 |
| Chile | | 2 | | 3 <u>f/</u> | |
| Dominica | | | | 1 | |
| Ecuador | 1 | | | 1 | 1 |
| El Salvador | 1 | 1 | | | 1 |
| Guatemala | 1 | | 1 | | |
| Haiti | 1 | | | 1 | |
| Honduras | 2 | 1 | | | |
| Jamaica | 1 | | | | 2 |
| Mexico | | | 1 | 1 | |
| Nicaragua | 1 | | | | 1 |
| Panama | 1 | 1 | | | 1 |
| Paraguay | 1 | | | | |
| Peru | | | 1 | | |
| Dominican Republic | 2 | | | 1 | |
| St. Kitts-Nevis | | | | 1 | |
| Uruguay | 2 | | | | |
| Venezuela | | | | | 1 |
| Total projects | 16 | 6 | 6 | 12 | 9 |
| <u>Total funds (thousand of dollars)</u> | <u>1 743</u> | <u>350</u> | <u>142</u> | <u>1 526</u> | <u>410</u> |

Source: United Nations Fund for Population Activities, Report 1973.

- a/ All these countries are included in the UNFPA Report on Latin America.
- b/ In projects connected with basic data the sole executing agency is United Nations.
- c/ In population policy and dynamics projects the main executing agency is United Nations.
- d/ In family planning action is undertaken mainly by PAHO.
- e/ In communication and education action is mainly undertaken by United Nations and its specialized agency UNESCO.
- f/ All three are of the same programme.

Table 5

REGIONAL PROJECTS FOR LATIN AMERICA FINANCED BY THE UNFPA
BY EXECUTING AGENCY AND AREA OF ACTIVITY, 1973

| Executing agency | Area <u>a/</u> | | | | |
|---|----------------|---------------------------|------------------------|--|-----------------------------|
| | Basic data | Popu- lation policy | Family plan- ing | Commu- nica- tion and educa- tion | Miscella- neous areas |
| United Nations | 2 | 1 | 1 | 3 | 1 <u>b/</u> |
| WHO/PAHO | | | 2 | | |
| ILO | | | 2 | 15 | |
| UNESCO | | | | 6 | |
| UNFPA | | | | 1 | |
| IPPF | | | | 1 | |
| Number of projects | 2 | 1 | 5 | 26 | 1 |
| <u>Total funds (thousands of dollars)</u> | <u>158</u> | <u>158</u> | <u>221</u> | <u>1 024</u> | <u>695</u> |

Source: United Nations Fund for Population Activities, Report 1973.

a/ The "population dynamics" area is omitted, there being no regional projects that could be classified under it.

b/ Basic financing for CELADE, covering the areas of basic data, population dynamics, population policy and communication and education.

/A more

A more detailed view of activities at regional level financed by the Fund in that year - 1973 - is given by the following list of projects summarized in table 5:

Regional projects for Latin America financed by UNFPA, by executing agency, 1973:37/

United Nations

- Support for CELADE activities in the field of population programmes (694,700 dollars).
- CELADE, Social Research Programme on Population Problems Relevant to Population Policies in Latin America (PISPAL) (157,800 dollars).
- CELADE, Evaluation of family planning programmes (83,600 dollars).
- CELADE-ELAS, Exchange programme (228,900 dollars).
- CELADE, Three National Courses on Demography (36,200 dollars).
- Seminar on the use of Population Studies in Development Planning (5,000 dollars).
- ECLA, Regional Advisors for Censuses and Population Statistics (150,300 dollars).
- ECLA, Working Party on a System of Social and Population Statistics (8,000 dollars).

WHO

- Health Education in Family Planning (14,600 dollars).
- Equipment for WHO field work in the region (50,000 dollars).

ILO

- Exploratory mission on population and family planning in selected countries (26,000 dollars).
- Production of an educational film on population and family planning for the Caribbean Region (9,100 dollars).
- Design and duplication of educational material on population and family planning for workers (34,000 dollars).

37/ Source: United Nations Fund for Population Activities, Report 1973,

- Curricula and aid for education for Latin America (3,000 dollars).
- Two regional seminars for English-speaking entrepreneurs on population and family planning (57,900 dollars).
- National seminar for entrepreneurs on population (6,000 dollars).
- Regional Seminar on Education on Population for workers (26,700 dollars).
- National courses on population for leaders in worker education in Latin America (25,000 dollars).
- Workshops for education officers in unions in Latin America (16,000 dollars).
- Workshop for worker-educators in the Caribbean (12,000 dollars).
- Training and orientation courses for labour leaders (10,000 dollars).
- Programmes with labour schools and technical university organizations in Latin America (40,000 dollars).
- Regional advisor on education on population (43,300 dollars).
- Regional advisor on social insurance and family planning in Latin America (47,000 dollars).
- Regional advisor on education on population and family planning for workers in Latin America (41,500 dollars).
- Regional Functional Literacy Centre (Centro Regional de Alfabetización Funcional) (86,500 dollars).

UNESCO

- Regional advisor on curricula and training for teachers for education on population (29,400 dollars).
- Regional meeting for experts on sexual education (2,300 dollars).
- Regional advisor on planning education on population (50,000 dollars).
- Seminar on aspects of mass communications in population programmes in Latin America (20,000 dollars).

- Training courses for education on population for educators at secondary school and higher education levels (46,800 dollars).

UNFPA 38/

- Support to the Latin American Association of Population Communicators (Asociación Latinoamericana de Comunicadores Demográficos - ALACODE) for the World Population Year (24,000 dollars).

IFPF

- Experiment on popular and mass communications media in family planning in the Caribbean (13,000 dollars).

(b) Agency for International Development (AID) 39/

AID is the agency administrating the external aid granted by the United States Government and its funds originate in the budget authorized annually by Congress. In 1964 a Population unit was established within the Latin America Division, and in 1965 the investment of 2.1 million dollars in population activities was authorized. By 1973 this amount had risen to 125.6 million dollars for all Third World countries, of which total Latin America received about 21 million, out of which only 7 million were channelled as bilateral aid.

AID support to population activities is granted in the following areas corresponding to the several Divisions of its Population Unit:

- Demography
- Population policies
- Bio-medical research
- Information, education and communications
- Personnel training
- Family planning

38/ In this case the Fund directly supervises project implementation.

39/ Main source: AID, Population Programme Assistance, Annual Report, 1973.

/Under this

Under this classification of activities AID is supporting the following programmes in Latin America:

The Demography Division acts through the Bureau of the Census of the United States, along which channel it has lent technical assistance to governments.

The Population Policies Division has promoted and financed application of the TEMPO demo-economic model in Colombia, Chile, Ecuador, Peru and Venezuela, and is planning its application in El Salvador and Honduras. This Division also provides financial support for the development of socio-demographic research in the region through the International Programme for Population Analysis of the Smithsonian Institution.

The Personnel Training Division has acted mainly in providing fellowships to medical and paramedical personnel for training at universities in the United States. Of late the use of sterilization techniques has been included in this training.

The Division most extensively active in the countries of the region is the Family Planning Division. It provides funds for development of family planning programmes and supplies contraceptive material. In the region it has provided this assistance for the development of family planning activities - often within mother-and-child health programmes - to the Ministries of Health of all the countries of Central America and also in Bolivia, Colombia, Ecuador, Jamaica and Paraguay. It has also granted technical and financial assistance and supplied equipment for developing sterilization programmes through the Voluntary Sterilization Associations in Colombia and Jamaica.

(c) International Planned Parenthood Federation (IPPF)

This is a private and voluntary organization of international scope whose main purpose is to advance through education and scientific research towards acceptance of family planning and responsible parenthood, in the interest of family welfare, community progress and international goodwill.^{40/} It originated in the former North American Birth Control League and arose from a meeting of eight associations in 1952. Today national associations in all countries of the region except

^{40/} IPPF, Annual Report, 1973.

Cuba are affiliated to it, and through them it lends financial assistance for family planning activities.

In some cases these associations affiliated to the IFPF maintain co-operation relations with the Ministries of Health of the countries through which they channel their aid.

(d) Population Council

The Population Council arose from a Conference on population problems convened by John D. Rockefeller in 1952. From its inception it held that the relation between the volume of the population and the world's material and cultural resources poses one of the most crucial and urgent problems of the present time.^{41/}

Its resources are provided mainly by the Ford and Rockefeller Foundations, AID and also UNFPA.

In Latin America it finances a range of programmes which may be grouped into research on reproduction biology, family planning and research and training. (See table 6.)

The programmes on research on reproduction biology are conducted by financing specialized centres based in universities. The family planning programmes are mostly the so-called Postpartum Programmes. The research and teaching programmes on demography are carried out by financing research centres specializing in population activities.

(e) Ford Foundation

The Ford Foundation attaches great importance to population activities in the Third World countries. In its international division there is a population subdivision, the only one devoted to a specific subject. The Ford Foundation began its international activities in the late fifties and concentrates its support on four main lines: increasing the capacity of government and private agencies for planning and carrying out activities favourable to development; strengthening educational systems; increasing food production and preventing excessive population growth.^{42/}

^{41/} The Population Council, 1952-1964, New York, 1965, p. 21.

^{42/} Ford Foundation, Annual Report, 1970, p. 57.

Table 6

PROJECTS AND PROGRAMMES SUPPORTED IN THE REGION BY THE
POPULATION COUNCIL, 1973

| Country | Reproduction biology | Teaching and research on population | Family planning |
|---|-------------------------|---|--------------------|
| Argentina | 11 | 3 | |
| Bermuda | 1 | | |
| Bolivia | | | 1 |
| Brazil | 1 | 2 | 2 |
| Colombia | 3 | 9 | 5 |
| Costa Rica | | 1 | |
| Chile | 9 | 2 | 1 |
| Ecuador | 1 | | |
| El Salvador | | 1 | 1 |
| Guatemala | | 1 | |
| Haiti | | 1 | |
| Honduras | | | 4 |
| Jamaica | | | 1 |
| Mexico | 1 | 2 | 5 |
| Nicaragua | | | 1 |
| Peru | | 4 | 2 |
| Puerto Rico | | 4 | |
| Dominican Republic | | | 2 |
| Trinidad and Tobago | | 1 | |
| Uruguay | 1 | | |
| Venezuela | | 1 | 2 |
| Number of projects | 28 | 32 | 27 |
| <u>Total funds granted in 1973 (thousands of dollars)</u> | <u>126</u> | <u>698</u> | <u>955</u> |

Source: The Population Council, Annual Report, 1973.

/In the

In the field of population the Foundation finances population and social studies, especially studies on reproduction biology and ways to control the birth rate. A view of its field of action may be obtained from the activities financed by the Foundation in 1973.^{43/}

In the course of that year the Foundation continued to support research on reproduction biology in Latin America as part of the world effort addressed to discovering better forms of birth control. To these ends funds were received by the Universidad de Chile, the Universidad Nacional Autónoma of Mexico, and the Universidad Federal de Juiz de Fora in Brazil. Support was also granted to the Centre for Social and Population Studies of the Universidad de Costa Rica which has been supporting family planning programmes for Central America through paramedical training of family planning workers; population and social research; programmes on evaluation, sexual education, and training and communications.

A supplementary loan was granted to the Family Welfare Association (Sociedad de Bienestar Familiar) of Brazil to help improve management and communications, and support the study of commercial distribution of contraceptives.

The Institute for Advanced Management Studies (Instituto de Estudios Avanzados de Administración) of Venezuela received funds for research and training on various subjects, including management of family planning programmes, and related population matters.

Assistance was also made available to the Regional Population Centre (Centro Regional de Población) in Colombia, a new agency set up to provide research, training and services in the field of population.

^{43/} Ford Foundation, Annual Report, 1973.

2. Role of international organizations in the development of population activities in Latin America

In addition to the financial assistance functions mentioned in the preceding section, the World Population Conference assigned responsibility to international organizations in fulfilling functions in the field of research, training and technical assistance generally.

Thus the Conference, "aware that a better understanding of the various social and economic variables that interact with family functions and structures is important for the formulation, evaluation and implementation of appropriate population policies ... recommends that the international organizations, concerned, and all Governments establishing long-range programmes of research, consider the research priorities set forth in the WPPA". (Resolution XV.)

In the same Resolution the Conference, recognizing the importance of international co-operation and the role played in the field of research by the United Nations, through its specialized bodies, recommends that the UNFPA devote an appropriate percentage of its allocations to research, in order to provide adequate financial assistance to national as well as international research programmes.

Regarding training the WPPA recommends the development of an international programme for training in population matters concomitant with national and regional training programmes.(82) These programmes are intended to train personnel in collecting and processing statistical information, research, programme management and evaluation, etc. It further urges Governments "to co-operate in developing a world-wide system of international, regional and national institutions to meet the need for trained manpower" for teaching in population matters.(87)

In the more specific field of demography it states that "there is a special need for training in the field of population" and urges "the United Nations system, Governments and, as appropriate, non-governmental organizations ... to give recognition to this need and priority to the measures necessary to meet it".(103)

/It is

It is well to examine the situation in Latin America in light of these recommendations.

The majority of regional organizations belonging to the United Nations system - as well as those outside the system - operating in Latin America have developed activities in the field of population, in many cases creating specialized departments. This activity has sometimes been that of filling the role of executing agency of projects financed by the UNFPA, thus only indirectly participating in the realization of such projects. In other cases its main function has been to carry out the activities, very often with the co-operation of national organizations.

These activities are frequently in close connexion with the specific field of action of the organization conducting them, covering training, research, technical or financial assistance, as the case may be.

The degree of co-ordination among international organizations appears still to be relatively low; a joint strategy for developing these activities is lacking, notwithstanding the efforts displayed by the Subcommittee on Population of the Administrative Committee on Co-ordination of United Nations.

A brief description of each organization is given below.

(a) World Health Organization (WHO)

WHO is the United Nations specialized agency which has most participated in population activities. In its terms of reference the importance is underlined of the problems of population dynamics, human reproduction and family planning for the health and welfare of the family and community. In Latin America its programmes are conducted through the Pan American Health Office (PAHO) and it has supported the following:^{44/}

- Extension of mother-and-child health services and family planning. These programmes are carried out within the purview of the Ministries of Health of the respective countries, either

^{44/} Source; Internal document of PAHO on programmes under way in Latin America, 1974

as a form of implementing explicit population policies, or to reduce the levels of infant mortality, risks to the mother, and promote family welfare. These programmes are being supported in Argentina, Bolivia, Brazil, Chile, Colombia, Cuba, Ecuador, Haiti, Honduras, Panama, Paraguay, Trinidad and Tobago, and Uruguay.

- Teaching and research on mother-and-child health. Activities of this type have been developed in Ecuador through the Ecuadorian Association of Medical Colleges (Asociación Ecuatoriana de Colegios Médicos); in Argentina through the Fourth Latin American Seminar on Teaching Biology and Human Reproduction and courses and seminars on standards for mother-and-child health at the School of Public Health; and in Chile with courses to professionals for expanding knowledge of the problems of human reproduction and child growth and development.
- Study of human resources in health in Chile. Designed to examine the needs for human resources in mother-and-child health and evaluate the quality of services rendered.
- Teaching and research on population in Chile. In order to cooperate in population programmes and provide basic knowledge of demography to students and professional personnel connected with health, through the Public Health Department.

(b) United Nations Children's Fund (UNICEF) 45/

The main aim of this organization is to co-operate with governments towards improving the quality of services made available to children.

Its link with the field of population hinges mainly on family planning activities in mother-and-child programmes of the Ministries of Health, acting jointly with UNFPA and PAHO. UNFPA provides the funds and UNICEF acts as executing agency, purchasing materials and equipment,

45/ Source: UNICEF. Annual Report, 1974.

while PAHO provides technical assistance. A programme of this type is under way in Chile, and similar programmes are foreseen for Cuba, Paraguay and Uruguay starting in 1975.

Another type of programme connected with population and supported by this organization is the one going on in Paraguay for settling the areas of Eje Norte and upper Paraná. UNICEF support to this government initiative is to supply equipment to health centres, schools, agricultural centres and community development centres.

(c) United Nations Educational, Scientific and Cultural Organization (UNESCO)

The work of UNESCO in population matters in Latin America has to do mostly with education and communications. There are two projects on population and education planning: Education on Population Project at the Universidad del Valle, Cali, Colombia; and Family Education Project of El Salvador, within the respective Ministries of Education. Furthermore, in 1972-1973 national courses were given on education on population, ecology and the family in Argentina, Colombia, Dominican Republic, Guatemala, Peru, and Trinidad and Tobago.

Future plans include the preparation of handbooks (one per country) addressed to teachers, for the inclusion of teaching population matters at educational establishments.

(d) Food and Agriculture Organization of the United Nations (FAO)^{46/}

Its concern over population problems stems from the effects that rapid population growth has on the balance between food production and demand. At the FAO Conference in 1973 an expanded programme of activities in population matters was adopted, with a view to strengthening national development programmes and policies by incorporating population aspects into existing policies and programmes in the matter of food and agriculture.

^{46/} FAO. Background paper on the Population Programme, December 1973.

The four areas of activity of FAO having to do with population are:

- Research and information concerning the relationship between population trends, development of agriculture and food production.
- Work on rural population statistics and projections, and manpower in agriculture.
- Arousing awareness in rural communities as to the implications of alternative population policies for rural levels of living, including education on population.
- Expansion of national development strategies to include population policies and programmes as constituent elements. This is done through advisory work, research and training in development planning.

FAO activity in the field of population in Latin America, which heretofore had been scant, is undergoing an expansion stage, as may be observed from the projects it expects to begin implementing in 1975 with UNFPA support.^{47/} They are mainly designed to develop education on population and related matters in rural areas and to study the interrelationships between population and food production in the region.

(e) International Labour Organisation (ILO)

This organization has been most active in the field of population in Latin America through its regional office, and particularly through a team of three experts based in San José, Costa Rica, who have developed their activities in population matters in the fields of social insurance and worker education.^{48/}

One natural concern of ILO over population dynamics refers to employment problems. From this angle it is working through its

^{47/} FAO. FAO Prospective Programme for UNFPA Assistance; 1974-1977. Doc. WI/E 5695.

^{48/} An idea of the type of project supported by ILO in these areas may be obtained from the list of regional projects financed by UNFPA in 1973 with ILO as their executing agency. (See pages 86 and 88.)

Regional Employment Programme for Latin America and the Caribbean (Programa Regional de Empleo para América Latina y el Caribe - PREALC). In this programme mention should be made of the study on the employment situation currently being conducted in El Salvador in collaboration with the Planning Department of that country for defining an employment policy; also the project under way with the co-operation of the Technical Secretariat for Planning (Secretaría Técnica de Planificación) and the Ministry of Justice and Labour of Paraguay; with a view to designing a population and employment policy integrated into the National Plan.

(f) Latin American Demographic Centre (Centro Latinoamericano de Demografía - CELADE)

CELADE was founded in 1957 pursuant to Resolution 571-XIX adopted that year by the United Nations Economic and Social Council, envisaging the creation of centres for population study and teaching population analysis techniques in the less developed areas of the world.

Contrary to the organizations described above, CELADE - under its own institutional definition - displays all its activity in the field of population.

In its initial stage training on population was its main undertaking and to date it continues to be one of its essential functions. The Centre has adapted over time the content and level of its teaching in response to needs and demands arising in the region, successively putting into operation a number of programmes. Thus the Basic Course on Demography began in 1958; in 1959, the Advanced Course; in 1961, the programme for trainee-researchers; in 1963, the Specialization Course; and in 1972, with the co-operation of the Faculty of Economic and Administrative Sciences of the Universidad de Chile, the Magister in Economics programme specializing demography was started. Until 1974 a total 301 students from 21 countries of the region had received training in the Basic Course; 92 of these also finished the Advanced Course, 21 the Specialization Course. Special training in research as trainee-researchers has been given to 18 demographers from 11 countries of the region.

/In addition

In addition to these regular academic activities conducted in the offices of Santiago, Chile, and San José, Costa Rica, as from 1967 the Centre has carried out a vast programme of national and regional intensive courses on population, in most cases under the sponsorship of a local university.

Its aim has been to promote interest for teaching and research on population and possibly to serve as a base for permanent courses undertaken with internal resources in each country. Nineteen such courses with a duration of 3 to 19 weeks have been given in 12 countries of Latin America, providing training in population by this means to 396 professionals.

In 1970 and 1971 CELADE conducted two Seminars on Methods for Evaluating Family Planning Programmes (SEMEV I and II), in response to continuing and increasing demands for technical assistance in evaluating family planning programmes raised by countries of Latin America where such programmes had been established.

The object of these seminars was to train directors and statisticians employed on those projects to evaluate them by means of techniques and instruments appropriate to Latin American reality. These seminars were attended for approximately five weeks by 73 professionals of 18 countries of the region, all of them connected with family planning activities.

The Course on Bio-Social Research Techniques Applicable to Family Planning Programmes was held in 1973 in San José, Costa Rica, for 22 professionals from 12 countries; lastly, at a more specialized level than the preceding ones, the Seminar on Service Statistics in Family Planning Programmes was conducted in 1974 with 24 participants from 8 countries.

In the field of training for socio-demographic research, as from 1972 CELADE has been carrying on the Programme of Seminars on Research and Training for Comparative Analysis of Fertility Surveys, (Programa de Seminarios de Investigación y Entrenamiento para el Análisis Comparativo de Encuestas de Fecundidad - PECTAL-RURAL (SIEF)). These seminars are **intended** to raise the general quality of the analysis of fertility

/surveys in

surveys in Latin America, simultaneously training intermediate-level analysts. The small number of participants (maximum 10), the six months duration and the exclusive dedication of the director of each seminar contribute to achieving this objective. By means of the SIEF programme training of this type has been given to 14 researchers from 8 countries of the region.

In the field of research, in addition to the studies of a strictly demographic nature, CELADE has lately been developing research activities involving the participation of sociologists, economists, political scientists and historians. The areas given priority interest in this line of multidisciplinary - at times even interdisciplinary - work have been those of population and development, and population policies.

These research activities have been undertaken by CELADE in continuing communication and in some cases co-operation with the social research centres located in the countries of the region concerned with these matters, either through bilateral relations or through working parties of the CLACSO-Population and Development Commission. Co-operation links have been particularly close with the Latin American School of Sociology (Escuela Latinoamericana de Sociología - ELAS) of FLACSO, taking the form of a joint programme ELAS-CELADE (PROELCE) which includes components of research and teaching. Through these practices it contemplates developing a Population Sociology appropriate to the historic specificity of Latin America.

Increasingly close co-operation relationships have likewise been maintained with ECLA. In the past co-operation links were also kept up with ILPES in the training programmes developed by the Institute as well as in technical assistance missions.

Another instance of collaboration in the field of interdisciplinary population studies is the Programme of Social Research on Population Problems Relevant to Population Policies in Latin America (PISPAL), composed of eight centres of the region, whose Central Unit - which fills the functions of technical co-ordination for the Programme - is assigned to CELADE.

/In the

In the area of collecting and processing statistical information on population CELADE has granted technical assistance to all the countries of the region, either for taking or for processing and planning censuses.

In order to improve census methods CELADE has conducted experimental censuses with the co-operation of regional organizations at localities in Costa Rica (1968), Argentina (1970) and Ecuador (1972). In the same area, a course on computing was recently carried out to train personnel from governmental statistics and census offices, which was attended by trainees from 13 countries. Rapid courses on census tabulation systems have also been given.

Pursuant to the recommendations that issued from the Seminar on Evaluation and Utilization of Population Censuses in Latin America (Seminario de Evaluación y utilización de los censos de población en América Latina, 1959) CELADE began to collect copies of samples of population censuses taken by the countries of the region about 1960. The aim of this project, called OMUECE (Operation Census Sample), was to produce a uniform set of data and tabulations based on them allowing comparative analyses at regional level to be made. The material collected was later expanded to include data from other sources, such as surveys on fertility, abortion, migration, and experimental censuses, until it became the present Data Bank. Today it covers data from census samples of 16 countries, for the sixties, and of 11 countries for the censuses of 1970.

In this field mention should be made of population surveys whose aim has been to measure levels of fertility and mortality and volumes of migration. Technical assistance has been given for such surveys to national institutions in Chile, Honduras, Nicaragua and Panama.

Lastly, the publication activities of the Centre should be mentioned. In addition to its regular series where texts and teaching materials are published as well as research work done by CELADE and selected population studies, it issues two periodical publications:

/the Boletín

the Boletín Demográfico (Population Bulletin), a biennial publication on population statistics which started appearing in January 1968; and Notas de Población (Notes on Population), a four-monthly journal featuring articles, documents and bibliographies. Its first issue was printed in April 1973.

(g) Economic Commission for Latin America (ECLA) 49/

By the late fifties ECLA had already begun a degree of activity in the field of population, as shown by the preparation of various studies on the inter-relationships between population trends and economic and social development in the region. Thus, at the 9th Session of ECLA (April-May 1961) population questions were examined for the first time as a separate item on the programme.

This activity continues in the form of research and advisory services to governments for the preparation of population analyses related to development until in 1967 instructions issued by the United Nations Secretariat together with the requirements of ECLA activities themselves led to implementing - within the Social Development Division - a programme of increasing scope in the field of population, for which UNFPA has provided financial support. Institutional conditions are thus created favouring broader and more systematic consideration of population structures and processes in the analyses made by the Commission on social and economic development processes and policies. One result of this new situation was that as from 1968 the annual Economic Survey of Latin America has explicitly considered population trends in their connexion with the development processes described in the Study. The same happened with the report on Social Evolution and Social Development Policies presented to the member countries. This line of work progressed later to the more specific problems of population policies, and a summary document on "Population Trends and Policy Alternatives in Latin America" was presented at the 14th Session of ECLA (April 1971).

49/ Source: Peláez, César. "Reseña del trabajo sobre población en la CEPAL", Population Unit, Social Development Division, ECLA, 1975. (Internal document).

In 1972 the programme became consolidated with the establishment of the Population Unit within the Social Development Division. It is currently composed of four professionals and three assistants. During that year its activity focused on the production of documents to serve as inputs for the First Evaluation of the International Development Strategy.

In 1973 ECLA activities in the field of population concentrated on the preparation of documents for symposia preparatory to the World Population Conference (five documents) and for the Latin American Preparatory Meeting for the World Population Conference, in the latter case working in close collaboration with CELADE.

Also to contribute to the activities of the World Population Year and Conference, ECLA together with CELADE, at the request of the Population Division, prepared a document on the influence of economic and social factors on population variables,^{50/} and another one analyzing the response of Latin American Governments to the Second Inquiry to Governments on population growth and development.

The Latin American Preparatory Meeting for the World Population Conference, convened by ECLA, was held in April 1974 in San José, Costa Rica, and was attended by representatives of 27 member States of the Commission and representatives of the United Nations system and other inter-governmental and non-governmental organizations.^{51/}

The conclusions of this Meeting stress the importance that the governments of the region attach to the work of international organizations. It was held that the statements made by governments voiced a challenge to international co-operation which will demand an unprecedented effort on the part of ECLA, CELADE and other inter-governmental organizations (paragraph 26), and that international organizations should be in a position to increase their action in the areas of research, technical assistance and orientation and evaluation activities (paragraph 27).

^{50/} Social and economic factors affecting population trends. Chapter III of document E/CN.12/973. (To be published shortly by the Fondo de Cultura Económica).

^{51/} ECLA, Latin American Preparatory Meeting for the World Population Conference. Report of the Meeting. ST/ECLA/Conf.48/L.7/Rev.2.

Bearing in mind these recommendations, especially the need to increase co-ordination between ECLA and CELADE in the field of population, a joint programme of activities was prepared and is being conducted with financial support from UNFPA. Its general aim being to deepen the diagnosis of the status and trends of development in Latin America, contributing to provide criteria for judgment that will allow incorporation of the population variables in the development plans and strategies of the countries of the region.

Simultaneously with the activities of research and technical assistance of the Social Development Division in the field of population and development, the Statistical Division of ECLA, through its Population and Social Statistics Section and with the co-operation of a group of regional advisors currently financed by UNFPA, has done extensive work in the area of population statistics.

The Social and Demographic Statistics Section is in charge of collecting and processing the information required by the Secretariat, especially by the Population Unit of the Social Development Division.

The group of regional advisors of the Statistical Division have been giving intensive technical assistance to the governments of the region in the field of censuses and other sources of population statistics. At present it is composed of one regional advisor in each of the following specialized areas: computing methods, sampling for population statistics, sampling of homes and vital statistics. Earlier it also included two advisors on population and housing censuses.

Lastly, the Statistical Division, through its sections on National Accounts and Social and Demographic Statistics, has been closely following the development of the System of Population and Social Statistics of United Nations. In 1972, in collaboration with the Statistical Office of United Nations, ECLA organized a meeting of a working group on this subject.^{52/}

^{52/} ECLA. Informe del grupo de trabajo sobre un sistema de estadísticas demográficas y sociales. Santiago, Chile, December 11-15, 1972. (E/CN.12/948).

From the information presented in this section at least an approximate idea may be formed of the part that international organizations have been playing in the development of population activities in Latin America. Hence it may be concluded, in brief, that efforts displayed so far have focused on certain points such as, on the one hand, training and technical assistance for development of basic statistics and population studies, and, on the other, activities connected with fertility control, particularly sexual and family education, and family planning. In other areas, on the other hand, such as planner training and technical assistance for formulating population policies integrated into general economic and social development policies, a significantly lower development may be observed. Efforts displayed in research on population and development aimed at providing inputs for the formulation of policies in these matters have in turn been notable in the past few years, but they are still insufficient to reach the goal sought.

The varied range of initiatives that have arisen lately in international organizations for action in the field of population has become so great that for the human, institutional, technical and financial resources to be utilized rationally and for the achievement of goals proposed by the WPPA, the adoption of a common action strategy, with flexible and co-ordinated division of work, is urgently required.

Thus it appears highly advisable that the governments of the region together with the international organizations make a critical evaluation of work done and set out the aims, strategy and programme lines for future action.

3. International strategies

The WPPA was considered by the World Population Conference itself "as an important component of the system of international strategies".(1) In Chapter II reference was made to the emphasis laid by the Plan on the need for concerting the various international strategies,(2) which requires co-ordinated measures 53/ in all the major socio-economic fields including that of population.(1) The need is thus raised, Chapter II concluded, for preparing a population policy, in the context of economic integration policies, that will extend beyond strictly national limits and interests.

To attain this goal it must be borne in mind that the various international conventions and agreements tending to regional integration already contain highly significant elements in the field of population. To consider by way of illustration the Agreement on Sub-regional Integration of the Andean Area (Acuerdo de Integración Subregional del Area Andina), signed by six countries within the broader framework of LAFTA, it is worth noting that its aims include joint programming for intensifying the sub-regional industrialization process; the start of programmes designed to accelerate development of the agricultural sector; and a growing physical integration, particularly through the construction of an appropriate highway system.

These lines of action of an eminently economic nature, with evident population implications, particularly as to the dynamics of the spatial distribution of the population, are further expanded by agreements in the social field. Of these it is worth mentioning the "Andrés Bello" Agreement on educational, scientific and cultural integration of the countries of the Andean Region; and the "Hipólito Unanue" Agreement on co-operation in health, which includes among its priority aims the solution of borderline health problems, especially those linked with transmissible diseases and population migrations, as well as those of malnutrition, mother-and-child protection and occupational health.

53/ Underlined by the author.

The "Simón Rodríguez" Agreement of socio-labour integration deserves being mentioned with special emphasis because of its direct connexion with focal aspects of population problems. Its aim is to adopt strategies and plans of action to direct the activity of sub-regional and national organizations so that steps tending to achieve the objectives of the Cartagena Treaty will lead to integral improvement of living and working conditions in the Andean Group.^{54/} For this purpose co-ordination of policies and actions leading to appropriate utilization of human resources and the solution of unemployment and underemployment problems is proposed; also the co-ordination of policies and actions in the field of social insurance, and the establishment of a régime to facilitate manpower mobility in the sub-region.

Consideration of these and other agreements entered into at regional, sub-regional or bilateral level, appears absolutely necessary if it is desired to establish population policies, both national and international, that will be effective instruments for attaining the development goals pursued by the countries of Latin America.

4. Evaluation at regional level

In paragraphs 106, 107 and 108 the WPPA assigns responsibilities to international organizations as regards monitoring and examining the population policies and the course followed by population trends. It is specifically recommended that the appropriate bodies of the United Nations system carry out this review biennially, beginning in 1977. Though made at world level these recommendations obviously apply equally at regional level, the responsibility for this undertaking devolving in this case on the appropriate regional organizations in Latin America.

^{54/} "Historia Documental del Tratado de Cartagena", INTAL/IDB Publications, Institute for Latin American Integration, 1974.

V. RECOMMENDATIONS OF THE WPPA ON AIMS AND GOALS.

A. Mortality

The Plan sets forth quantitative goals only for mortality. Such goals are placed in time between 1985 and 2000. In discussing their validity for Latin America it should be borne in mind that the governments of the region had already collectively set mortality goals as part of the Ten-Year Health Plan for the Americas for the period 1971-1980, before the World Population Conference. This Plan was prepared and adopted by the III Special Meeting of Ministers of Health of the Americas in Santiago, Chile, October 1972.^{55/}

1. Life expectancy

The Ten-Year Plan proposes as goals for 1980:

- (a) to increase life expectancy by five years in those countries where the present level (1972) is less than 65 years, and
- (b) to increase life expectancy at birth by two years in those countries where the present level is between 65 and 69 years.^{56/}

The former goal is applicable to fifteen countries of the region. If achieved within the term set a life expectancy level would be obtained in all these countries about 1.5 years higher than that estimated in CELADE projections for 1980, with a variation range of 0.8 to 2.5 years according to countries. The latter goal is applicable only to five countries of the region. It should be pointed out that one of them - Cuba - if it attains this goal, will have passed by 1980 the figure proposed by the WPPA as average for the region by 2000.

The WPPA further states that "countries with the highest mortality levels should aim by 1985 to have an expectation of life at birth of at least 50 years" (23). Only two countries of the

^{55/} See PAHO and WHO. Ten-Year Health Plan for the Americas, official document N° 118, January 1973.

^{56/} Ibid. page 112.

region - Bolivia and Haiti - would currently (1974) be below that level, according to estimates made by CELADE for the period 1970-1975;^{57/} the same projections however assign to those two countries levels higher than the minimum goal set by the WPPA for 1985.

For the countries as a whole the WPPA proposes as a goal a world life expectancy average of 62 years by 1985 and 74 years by 2000, which, according to the same Plan, would require raising life expectancy in Latin America by 11 years from now to the end of the century. This goal, which entails reaching an average life expectancy of 73.5 years for the region as a whole by the end of the century, is ambitious and difficult to achieve in view of the fact that the level estimated for the region by the projections for the period 1995-2000 would be 70.4 years and that, according to the same projections, by then only three countries would be higher than the level of 73.5 years.^{58/} It should be borne in mind that the life expectancy goal proposed involves, for the region as a whole, reaching in the next 25 years a level that had not yet been reached in 1970 by the vast majority of the developed countries, and had been topped by just three of them: Sweden (74.5), Norway (74.1), and the Netherlands (73.8).^{59/}

^{57/} CELADE, Boletín Demográfico, 7th Year, Nº 13, Table 5, Santiago, January 1974.

^{58/} See CELADE, op. cit.

^{59/} See Vallin, Jacques and Chesnais, Jean-Claude, "Evolution récente de la mortalité en Europe, dans les pays anglo-saxons et en Union Soviétique 1960-1970", in Population, July-October, 1974, page 863.

2. Infant and maternal mortality

The sole goal that the WPPA sets forth in this connexion regards countries with the highest mortality rates, which should reduce their infant mortality rates by 1985 to levels below 120 per thousand live births. This goal, though significant for many African and Asian countries, is no longer so for Latin America, as practically all the countries have already passed it.

The Ten-Year Health Plan for the Americas, on the other hand, establishes as goals in these areas by 1980, by comparison with levels current in 1971:

(a) to reduce by 40 per cent mortality in children under one year of age, with ranges from 30 to 50 per cent;

(b) reduce mortality in children from one to four years by 60 per cent, with ranges from 50 to 70 per cent;

(c) reduce maternal mortality by 40 per cent, with ranges from 30 to 50 per cent.^{60/}

Achievement of these goals involves a serious challenge to the countries of the region and requires rational and concerted utilization of national and international resources.

3. Differentials within countries

Together with setting forth these overall goals, the WPPA imperatively establishes as an objective "reduction or if possible elimination of differential ^{61/} morbidity and mortality within countries, particularly with regard to differentials between regions, urban and rural areas, social and ethnic groups ...".(24.c)

This goal is particularly significant for Latin America since in most countries the marked social heterogeneity characterizing them seems to find expression also in terms of marked differential

^{60/} PAHO and WHO, Ten-Year Health Plan for the Americas, op. cit. page 40.

^{61/} Underlined by the author.

mortality rates. The data available are entirely insufficient to establish a region-wide diagnosis. There are data, however, on some countries which, by way of illustration, allow forming at least an idea of the probable situation in the others.

In Honduras the National Population Survey showed a gross mortality rate of 9.0 per thousand in urban areas against 16.5 per thousand in rural areas.

As to social strata, the same survey shows even greater differentials varying from a gross mortality rate of 6.6 per thousand in the high and high-middle class to 16.1 in the low class.

The census of Nicaragua (1971) points up notable differentials in infant mortality rates between social sectors characterized by residence in urban or rural areas and by socio-economic stratum (estimated from the level of instruction of the mother). The greatest differential is observed between the highest (62 per thousand) and the lowest strata (152 per thousand) in the urban context. It is also noted that in this case the lowest urban stratum and the majority of the rural population have infant mortality rates considerably higher than the 120 per thousand stated in the WPPA.

These differentials appear to stem, on the one hand, from differential capacity of access to medical services and, on the other, to problems of hygiene, material living conditions and malnutrition, which are rooted in the economic and social structures themselves.

Malnutrition problems are particularly serious in the region and their effect on differential morbidity and mortality is important. Protein-calorie malnutrition, the Ten-Year Health Plan for the Americas states in this regard, 62/ is the cause of high mortality and morbidity among children under five. In nine countries encompassing 70 per cent of the population of the region mortality among children

62/ PAHO/WHO, Ten-Year Health Plan for the Americas, op. cit., page 43.

between one and four years is 10 to 33 times higher than in developed countries. The same Plan further points out that studies conducted in eight countries reveal that 40 to 76 per cent of diseases from infectious diseases among children under five years are associated with nutrition deficiencies. Prevalence of advanced malnutrition (II and III degree) varies from 10 to 30 per cent among children under five years in 18 countries with 65 per cent of the population of the region, which allows the estimate to be made that nearly five million Latin American children suffer today (1972) from advanced malnutrition.^{63/}

What is to be found behind malnutrition is insufficient nourishment partly resulting from defective education in matters of food, but mainly from the economic incapacity of the poorest homes to purchase the necessary food.

It may be held, consequently, that in order to meet the objective of reducing and if possible eliminating differential morbidity and mortality among areas and social classes, as proposed by the Plan, it will not be enough to develop direct medical, educational and nutritional programmes, but that it will be necessary too to attack the structural roots responsible for malnutrition and other factors originating such differentials.

B. Fertility and population growth

Since in the vast majority of the countries of the region general mortality has reached relatively low levels, the changes taking place in growth rates will depend basically on changes in fertility. For this reason these matters, which are dealt with separately in the WPPA, will be discussed below together.

In its version adopted by the Conference the Plan proposes no goals either for growth or for fertility, and in paragraphs 16 and 36 does no more than give some projections for birth rate and growth on the assumption that (a) the mortality rates proposed by

^{63/} Ibid.

the Plan are met, and (b) governments having already announced birth rate goals will reach them within the deadlines they themselves have set.

The Plan thus limits itself to inviting "countries which consider their birth rates detrimental to their national purposes ... to consider setting quantitative goals and implementing policies that may lead to the attainment of such goals by 1985". (37)

It is difficult to determine precisely which are the countries or more exactly the governments of Latin America which consider that their birth rates are detrimental to their national purposes. It is possible, nevertheless, to make an estimate based on the speeches made by delegations in the course of the Latin American Preparatory Meeting for the World Population Conference, held in Costa Rica in April 1974. An analysis of the content of the speeches made by delegations of 16 countries allows the conclusion that three of them consider their present growth and birth rates acceptable, one considers them insufficient, and ten consider them excessive.^{64/} Of these at least five have announced population policies whose aims include reduction of fertility.

Although the Plan does not set goals for fertility and growth it does establish certain criteria for their adoption which it would be well to consider from the standpoint of their application to Latin America. One of these criteria, which is particularly relevant for the majority of the countries of the region, refers to the need to take into account the effects that the age-structure has on the growth dynamics of a population. In this connexion the WPPA states that "because of the relatively high proportions of children and youth in the populations of developing countries, declines in fertility levels in these countries will not be fully reflected in

^{64/} Two countries, Bolivia and Venezuela, made no statement in this connexion. See Errázuriz, M., and Ortiz, P., "Análisis de los documentos presentados en la Reunión Latinoamericana Preparatoria de la Conferencia Mundial de Población", CELADE, Population Policies Sector, 1974.

declines in population growth rates until some decades later. To illustrate this demographic inertia, it may be noted that, for developing countries, even if replacement levels of fertility - approximately two children per completed family - had been achieved in 1970 and maintained thereafter, their total population would still grow from a 1970 total of 2.5 billion to about 4.4 billion before it stabilizes during the second half of the twenty-first century".(13)

Given the diversity of demographic situations existing in Latin America, demographic inertia involves different meanings according to the country concerned. In the case of countries of moderate growth and not so young age structure, such as Argentina and Uruguay, demographic inertia facilitates the achievement of a stationary population and makes it difficult to obtain significant changes in the size of the population by stimulating fertility. Conversely, in countries of rapid growth and very young age structure, as is predominantly the case in Latin America, demographic inertia makes it difficult if not impossible to obtain rapid and significant reductions in growth rates, even though fertility be significantly reduced.

The question may arise in these cases, for countries desirous of obtaining a practically stationary population, as to how much time would be required to attain this situation and what size would the population reach before this objective is met.

If the WPPA reasoning is applied to Latin American countries of young age structure, such as Mexico and Colombia, it may be concluded that even if drastic reductions in fertility level were obtained, allowing them to reach replacement level - approximately two children per completed family - by 1975, in a period of 40 years (towards the year 2015) their natural growth would lead them to increase their population nearly four times and they would not reach a stationary level until the beginning of the last third of the twenty-first century.

/This hypothesis

This hypothesis applied to the case of Mexico would imply that the population would increase to about 220 million before stabilizing towards 2065. In the case of Colombia the population would come close to 100 million.

It should be borne in mind that the sole function of the hypothesis used by the WPPA is to illustrate the effect of demographic inertia arising from a young age structure, since in countries like Mexico and Colombia a reduction as drastic as the one posed is absolutely improbable. If, on the other hand, more realistic evolution hypotheses are adopted, such as the ones proposed by Urquidi ^{65/} for Mexico - always by way of exercise - (see table 7), it may be concluded that even with an average growth rate of 2.8 for the period 1975-2000 - which would involve obtaining a reduction in the gross reproduction rate from the present 3.2 to 1.6 by the end of the period - the population is unlikely to stabilize under 500 million. It may be concluded further that for Mexico to remain under 300 million drastic drops would be required in the growth rate and consequently in the fertility rate, over the coming fifty years.

It may thus be concluded that two recommendations made by the WPPA as a result of this world-wide analysis are fully applicable to the great majority of the countries of Latin America: (a) "countries wishing to affect their population growth must anticipate future demographic trends and take appropriate decisions and actions in their plans for economic and social development well in advance", that is, the need for very long-range planning; and (b) "whatever population policies may be formulated, socio-economic development must accelerate in order to provide for a significant increase in levels of living".(13)

^{65/} See Urquidi, Víctor, "Política de población en México: la necesidad de planear a muy largo plazo". Document presented to the National Conference on Population and Social Development, Mexico, June 1974.

Table 7
POPULATION OF MEXICO

| Year | Hypothesis 1 | | Hypothesis 2 | |
|-----------|--------------|----------------------------|--------------|----------------------------|
| | Growth rate | Total population (million) | Growth rate | Total population (million) |
| 1975-2000 | 2.8 | 60-125 | 2.2 | 60-103 |
| 2000-2025 | 2.2 | 125-217 | 1.8 | 103-161 |
| 2025-2050 | 1.4 | 217-308 | 1.4 | 161-229 |
| 2050-2075 | 1.0 | 308-394 | 1.0 | 229-293 |
| 2075-2100 | 0.5 | 394-446 | 0.5 | 293-341 |

Source: Urquidi, Víctor: "Política de población en México: la necesidad de planear a muy largo plazo". Document presented at the National Conference on Population and Social Development, Mexico, June 1974.

A second criterion for setting goals, implied in the WPPA, is that the probable effectiveness of the means to be employed must be taken into account, together with the capacity for implementing them, so that the goals fixed may be realistic. The question thus arises as to how realistic are the goals proposed, or its counterpart, how appropriate are the means adopted to reach them.^{66/}

The answer to these queries can only arise from social research aimed at the concrete reality of the countries of the region and so serving as input for the formulation of population policies going beyond the statement of intentions and approaching scientifically the problem of probable effectiveness of the means and realism of the goals.

^{66/} A broader discussion of this topic may be found in "Population Policy and the Family: the Latin American case", CELADE, Series A, No 15, 1974. Document presented at the Latin American Preparatory Meeting for the World Population Conference, San José, Costa Rica, April 1974, and later at the World Population Conference. Document E/Conf.60/CBP/9.

C. Population distribution and internal migration

Population dynamics prevailing in Latin America is characterized by a process of concentrated urban development and of dispersion, with very low population density in some rural areas. For this reason some of the recommendations of the WPPA are entirely appropriate to the characteristics of the region. In this connexion it suggests that "efforts ... be made to establish and strengthen networks of small and medium-size cities to relieve the pressure on the large towns".(46.d) It also recommends consolidating the dispersed population in rural centres.(46.f)

The recommendations made by the WPPA are identical with the constituent elements of a rural and regional development policy. Behind these recommendations is the commonly accepted hypothesis according to which the dynamics of spatial distribution of the population depends mainly on the location of investments, which determines to a great extent the spatial location of social equipment, employment opportunities and access to services.

The great majority of the countries of the region have formulated in their development plans the guidelines for a spatial distribution policy for their population. In some cases, such as Colombia and Peru, the policy covers the country as a whole; in others, only regions of the country, as in the case of Brazil with the populating of Amazonia, and Chile with the populating of the extreme north and south of the country. It should be pointed out, however, that in all cases this policy appears inseparably linked to a regional development policy, in some cases also associated with considerations of national security.

It has been frequently observed in Latin America that the aims of spatial redistribution of the population announced in development plans have not been met in practice. This phenomenon seems to be the result of insufficient knowledge of the structural elements determining and conditioning the direction and intensity of migration processes in concrete historical situations, and, in close connexion with this,

of an overestimation of the administrative capability of the State and the political capability of the government to control, or at least guide, the spatial location of investments, both economic and social.

One of the roots of these problems appears to be the insufficient degree of development reached by research in this specific field, which in turn results, at least in part, from the low communication between centres for socio-demographic research and planning bodies, as well as the little concern shown by the latter over establishing specific demands for research.

It is advisable thus to stress once again the advisability of improving communication between government agencies responsible for formulating policies in the field of population and development, and the bodies able to supply the research inputs and technical advice necessary for adequate fulfilment of this difficult task. It should be borne in mind in this regard that greater development of research in this field could modify in certain cases the negative significance usually ascribed to concentrated urban development and would contribute generally in a significant way to the formulation of population policies better suited to the historic specificity of each nation and better integrated into the development strategies adopted by the governments.

D. International migration

In a section especially devoted to international migration the WPPA makes several recommendations for the adoption of policies in this area. The ethico-juridical framework in which these recommendations are made was outlined in Chapter III.

Most of these recommendations refer to measures designed to respond, regulate or counteract present international migration processes usually considered unfavourable to the emigration countries. From this standpoint mention is made of the "brain drain"(57) and emigration of skilled workers, professionals (58) and workers in general.(54)

/All the

All the measures suggested are designed to check emigration through an increase in employment opportunities, work facilities - for example in the area of scientific and technological research - and the economic and social benefits stemming from the job. It is in this sense that diverse recommendations are made to governments, (58) also assigning an important role to international co-operation.

Underlying these recommendations is the commonly accepted hypothesis that the direction of the migration flow is from relatively less developed places or countries towards relatively more developed places or countries, on the assumption that more and better employment opportunities are generated in the latter.

The right of persons to emigrate is also implicit in these recommendations, as the WPPA recognizes when it recommends "that Governments and international organizations generally facilitate voluntary international movement". (51)

It is in this context of principles and recommendations for action that the WPPA urges "countries affected by significant numbers of migrant workers ..., if they have not yet done so, to conclude bilateral or multilateral agreements which would regulate migration, protect and assist migrant workers, and protect the interests of the countries concerned". (62)

Many Latin American countries have experienced processes of spontaneous international migration of considerable duration and magnitude. By way of example, emigration from Bolivia, Chile, Paraguay and more recently, Uruguay, to Argentina; migration from Colombia to Venezuela, and that of Mexicans to the United States. It may thus be considered that the recommendations mentioned on international migration policy are in principle applicable to Latin America and should be taken into account by the governments concerned.

/It is

It is well to point out that administrative measures hindering migration or those of coercive type forbidding it or permitting it only selectively - both often used by countries of the region - are not contemplated in the Plan, and are implicitly discarded by establishing the right to voluntary migration, as was pointed out earlier.

It may be concluded that according to the WPPA the international migration policy tending to check worker emigration is practically one with the policy for general and regional development, attaching particular importance to investment and employment policies.

The WPPA also considers, though very briefly, international migration in the prospect of long-term planning. In this connexion it states that "for some countries international migration may be, in certain circumstances, an instrument of population policy".(10)

It consequently recommends that countries wishing to increase their rate of population growth should, inter alia, encourage migration.(18) It should be noted that the Plan does not implicitly recommend the reverse to countries wishing to reduce their growth rate. This suggestion is however implied when "governments which consider international migration to be important to their countries, either in the short or the long run, are urged to conduct, when appropriate, bilateral or multilateral consultations ...".(52) It appears obvious that this paragraph alludes to consultations between countries wishing to encourage immigration and countries finding it advisable to encourage emigration.

This recommendation is applicable to Latin America inasmuch as there are in the region densely populated countries which find that their population growth rate is excessive and there is at least one country - Argentina - with low population density, whose government has publicly expressed its intention of speeding up population growth by encouraging immigration.

/Lastly, may

Lastly, may we point out that in the case of Latin America planned international migration of manpower should be considered as one the essential pieces in the processes of economic integration at regional and subregional level. The first steps in this direction have already been taken, the "Simón Rodríguez" Agreement being mentioned earlier as an example of socio-labour integration among Andean Group countries. A long way is nevertheless still to be travelled and it offers a challenge both to governments and to regional co-operation organizations.

